

# Democracy in School Administration

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## PREFACE

This book is an attempt to show how schools can translate democracy into action. In the light of present world events to admit that democracy has failed is to admit the failure of organized education to achieve some of its most sacred responsibilities. The times call not for despair but for courage; not for a philosophy of escape but for a philosophy of reality.

The experiences of the authors with democracy in action in school situations convince them that it can be made to work. They have faith in persons because they have seen them respond to opportunities for self-realization. They know, however, that good intentions are not enough. Achievement of democratic ends requires the progressive development of means.

This book is addressed, therefore, to that great majority of American teachers who, in the interest of democracy, may want to know about the experiences of others in this field. An attempt has been made to report in such a way that the book may serve as a practical guide to action. By use of a few carefully selected reports, the authors have hoped to make clear the principles which must be followed by those who would experiment with democratic school administration. The implications and applications of such principles can be made clear only by giving a rather complete picture of a few plans of democratic organization at work. The mechanics of democracy are important enough to warrant that kind of treatment.

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G. R. K.  
A. M.  
P. J. M.

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## FOREWORD

The march of events in history is cyclic in character. While history never repeats itself exactly, the pendulum of evolutionary emphasis swings back and forth, back and forth, bringing now this phase of living to public consciousness, now that. Life has two major aspects—the individual and the social. Human progress staggers like a drunken man between the two. At certain periods the emphasis on the individual gives rise to individualistic forms of government which emphasize the freedom of the individual and release creative talent; at other periods, it is the social phases of life that are stressed, and empires, feudal systems, totalitarian states, or mighty corporations demonstrate the power which comes from unity and solidarity, however achieved. But always the happiness which all men desire eludes man's attempts to overtake it; for true happiness is possible only where the individual and the social phases of living serve each other in true functional interdependence.

The last two hundred years of human history have been a golden age for individualistic freedom. Under democratic forms of government man has achieved as never before in his conquest of the forces of nature. But in his preoccupation with individualistic opportunity, he has tended to ignore the problems of social relationships. Chaos, fascism, communism, dictatorships, and a host of lesser ills are the inevitable penalties which he is now suffering because of his neglect.

Is it too late to stop the backward swing of the pendulum, or can we even now retrieve a lost perspective and recognize the basic interdependence of all living creatures? May we build anew a democratic government that will maintain that moving equilibrium between individualism and socialism which alone insures enduring progress? Who can say? At least hopeful signs abound. The need for a social viewpoint is so clearly recognized by all that even dictators couch their decrees and propaganda in co-

operative terms. From the League of Nations through governmental activities, industry, philanthropy, down to the inevitable crop of enthusiastic promoters of wild panaceas considered certain to save the world, the emphasis is universally upon co-operation. Signs are not wanting that in education, too, more stress is to be placed on democratic procedures than ever before, particularly in administration and supervision.

Something more is needed, however, than mere blind enthusiasm for a new idea, however fundamental the idea itself may be. Long ago a master teacher pointed out that if the leaders of the blind are blind themselves, both fall into the ditch. Fortunately before every crisis there are far-sighted, sensitive souls who realize the need long before it becomes urgent, and in calmness and security carry on experimentally attempts to solve the new problems. There is always a price to be paid for progress, a price of devoted labor, trial and failure, cumulative generalization until at length the general pattern of a solution is well defined and ready for that perfection and refinement which only long-time coöperative endeavor can give.

The present volume is itself the product of coöperative effort by men and women, who in their professional work have practised, experimentally and successfully, the democratization which today others only preach. Their combined professional experience totals more than half a century of time and covers the whole range of our educational system from teaching in rural schools, through elementary, secondary, and collegiate instruction, supervision, administration, to the activities of a state department of public instruction. They know both that school administration and school teaching can be democratized safely and efficiently because they have done it; and they know that there are rules and regulations to be observed for they have generalized such procedures from their collective experiences.

The profession should welcome this book as a trail-blazer to progress and its publication should mark the beginning of a new era and emphasis in American education. In the past many superintendents, principals, and teachers have been so busy with the petty tasks of classroom activities that they have failed to sense the larger implications of their work. Today, the searching

analyses engendered by our national crisis make it plain that an educator's work is no less important for defense than that of soldiers in the front-line trenches. While our armed forces fight to defend democracy, our teachers must build in the classrooms of the nation by democratic methods citizens who will be prepared to utilize intelligently and worthily the fruits of victory, that democracy itself may not be destroyed by our very efforts to defend it. In our day, education is taking on a new function, the maintenance and improvement of democracy, and the present volume will supply priceless vision and means to all who seek such guidance.

S. A. COURTIS

Ann Arbor, Michigan

## EDITORS' INTRODUCTION

The American public school has grown up with the country. We have every reason to be proud of it and to defend it to the last ditch. The present emphasis on the need for more democracy in our public-school program needs in no way to be taken as a reflection upon its fundamental democratic nature and development. Rather it should be taken as a symbol of our faith in the school as a vehicle of democratic growth and living. Democratizing school administration is a natural outgrowth of earlier democratic development in the American public schools.

In these days of encroaching dictatorships, the seemingly simple fact that we pay our own school taxes, elect our own school boards, and set up our own school programs, is an achievement of the profoundest importance in our national development. Essentially democratic in its origin, the school board has become increasingly so. Formerly elected to represent wards, school-board members now represent entire communities. The numerous special committees of former days have given way in large degree to the collective action of the total membership. The professional care of the schools has been delegated to professionally trained executives. Graft and special privilege have been reduced to a minimum. Public service has no better example than in the continuous labors of unpaid school-board members.

The development of free and compulsory education has brought together all of our children, rich and poor alike, on a common basis of democratic equality. The doors of opportunity are truly open to all the children of all the people. History presents no parallel of the rapid expansion of the American school system. Our high-school population has doubled every decade since 1890. One of England's greatest educators asserted that the opening of secondary education in the United States to the entire youth of the nation was the greatest contribution ever made to civilization.

Gradually, too, the public-school curriculum has reflected the trend toward greater democratization of the American school program. Wherever public roads lead, and even beyond, schools may be found whole-heartedly devoted to the democratic aim of promoting individual health, achievement, and happiness. More and more they have made for better homes and higher standards of community living. More and more the appreciation of beauty and the understanding of nature have come within the grasp of every man's child. Even the safe-guarding of liberty and the improvement of our democratic ways of living have been added as expected outcomes of the public schools.

This rapid expansion of the public-school program necessitated large centralization of administrative authority in the hands of school superintendents, principals, and supervisors, and classroom authority in the hands of teachers. Effective in general, the movement has too frequently resulted in autocratic rather than democratic control. As the school program became more stabilized, there has been a gradual release of administrative authority, particularly among supervisors and teachers, in favor of sharing responsibility and initiative with the teaching staff and pupils. Experimental attempts here and there made it increasingly evident that there was much to be gained by having administrative officers take all concerned in education into partnership. It has seemed evident that democratic administration was better able to meet educational needs because there was a better initial statement of needs, more wide-spread interest in meeting them, and a more desirable spirit of coöperation present.

Although these facts have become generally evident through an increasing flow of literature concerning democracy in administration, the new movement has been greatly handicapped by the lack of a general treatment of the subject which combines a comprehensive statement of the philosophy of democratic administration with a practical set of techniques for introducing and carrying out a local school program. The present book is particularly timely in meeting the foregoing need for a practical handbook of this type. The authors, thoroughly grounded both in training and in practical experience, have prepared a comprehensive and detailed guide for understanding and putting

into operation a successful program of democratic school administration. An outstanding feature of the book is the recognition which the authors give to the complications and shortcomings of democratic administration and the care with which they present methods to overcome these difficulties. The editors take distinct pleasure in commending this new text as a splendid guide for administrators in service, and as an essential textbook to accompany all courses in public-school administration.

**FRED C. AYER****FRED ENGELHARDT**

DEMOCRACY IN  
SCHOOL ADMINISTRATION

## DEMOCRACY FOR THE TEACHER\*

*Until the public-school system is organized in such a way that every teacher has some regular and representative way in which he or she can register judgment upon matters of educational importance, with the assurance that this judgment will somehow affect the school system, the assertion that the present system is not, from the internal standpoint, democratic seems to be justified.*

*What does democracy mean save that the individual is to have a share in determining the conditions and the aims of his own work and that on the whole, through the free and mutual harmonizing of different individuals, the work of the world is better done than when planned, arranged, and directed by a few, no matter how wise or of how good intent that few? How can we justify our belief in the democratic principle elsewhere, and then go back entirely upon it when we come to education?*

*If the teaching force is inept and unintelligent and irresponsible, surely the primary problem is that of their improvement. Only by sharing in some responsible task does there come a fitness to share in it. The*

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\* Condensation of an article that first appeared in *The Elementary Teacher* in 1903. It was reprinted in *Progressive Education*, Vol. VIII, No. 3, 1931, pp. 216-218, and in *Education Today*, edited by Joseph Ratner (New York, G. P. Putnam's Sons, 1940), pp. 62-73.

*argument that we must wait until men and women are fully ready to assume intellectual and social responsibilities would have defeated every step in the democratic direction that has ever been taken. The prevalence of methods of authority and of external dictation and direction tends automatically to perpetuate the very condition of inefficiency, lack of interest, inability to assume positions of self-determination, which constitute the reasons that are depended upon to justify the regime of authority.*

*All other reforms are conditioned upon reform in the quality and character of those who engage in the teaching profession. Just because education is the most personal, the most intimate, of all human affairs, there more than anywhere else, the sole ultimate reliance and final source of power are in the training, character, and intelligence of the individual. But as long as a school organization which is undemocratic in principle tends to repel from all but the higher portions of the school system those of independent force, of intellectual initiative, and of inventive ability, or tends to hamper them in their work after they find their way into the schoolroom, so long all other reforms are compromised at their source and postponed indefinitely for fruition.*

—JOHN DEWEY

## Chapter 1

### DEMOCRATIZING SCHOOL ADMINISTRATION

The need for democratic education and for democratic school administration is no greater today than it has been previously. The important change is that a new sensitivity to this need is developing. Previously only a few people were demanding a type of education that would be a means both of conserving and of improving democratic ideals, institutions, and practices. Now education is recognized by all as *democracy's best technique for improvement and defense*.

Will the persons charged with the organization and administration of public schools respond to the present challenge? Can the education function be so conceived and so administered that it will not only conserve but continuously improve the democratic way of life? To contribute effectively to the larger purposes of democracy, the school itself must first become a contagious illustration of and a laboratory for the highest possible level of democratic living. The forthright democratization of the educational process thus becomes a pressing social responsibility of educational administration.

Any satisfactory interpretation of administration must be purposeful. It seems safe to assume at the present writing that the term *democratic way of life* has considerable meaning to any one living in a democratic society. There is common agreement that education and educational administration, if adjusted to the culture, must depend upon an emergent idealism based on the methodology of experimentalism.

Those who believe in democracy as a political and social

concept believe in it because it has respected personalities much more than any other form of human relationship with which the race has experimented. Naturally, respect for personality must be a mutual affair. It is difficult for wholesome, socialized personalities really to respect those who are not so conditioned. If democracy is to be a working relationship, it must take place as between fairly well-socialized individuals—individuals who *so understand and respect freedom of self-expression as to prize it for others as well as themselves*. In dealing with administration, therefore, we are concerned with the effect that administration has upon the group of persons involved.

Dewey's clear-cut challenge to educational administration in 1903<sup>1</sup> fell on ears deafened by generations of authoritarian tradition. Today, the necessity for making education more dynamic is causing administrators to become aware of their social responsibilities. It is making them extremely serious about meeting the long-standing need for the democratization of administration. Yearbooks, professional magazines, and programs of national conferences in the last few years all bear witness to a growing interest in more fundamental discussions of democracy in education. Educators now are inclined to agree with Dewey that, without efficient educational administration, compatible with democracy, all other improvements in education are "compromised at their source and postponed indefinitely for fruition."

#### NEW PATTERNS EVOLVE FROM EXPERIMENTATION

The specific question that remains to be answered is: *How can administration be democratized so that schools may be*

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<sup>1</sup> See frontispiece.

come organized for democratic living? This volume represents an attempt to provide a workable answer to the question. It is essentially a record of experiences in democratic living in several different types of schools. Most of the experimentation was begun some fifteen years ago. At that time there were few significant books or articles to which one could turn for advice concerning procedures and techniques. There were no significant patterns to use as guides. New procedures and techniques grew out of a feeling for democracy and out of experimentation with different ways of making democracy work. The members of the various faculty groups began with the attitudes and procedures of experimentalists. The human values inherent in democracy influenced the choice of every technique and served as a criterion for the evaluation of every venture.

#### *There Are Principles Governing Democratic Action*

It is unnecessary to repeat here a statement of democratic values in the broad generalized terms in which they have been so often couched. It is important, however, that the principles of democratic action that have given direction to the experimentation and that are emphasized repeatedly throughout this book be summarized. These principles of democratic action may be stated in the following simple terms. Democratic administration shall seek:

1. To facilitate the continuous growth of individual and social personalities by providing all persons with opportunities to participate actively in all enterprises that concern them.
2. To recognize that leadership is a function of every individual, and to encourage the exercise of leadership by each person in accordance with his interests, needs, and abilities.
3. To provide means by which persons can plan together, share their experiences, and co-operatively evaluate their achievements.

4. To place the responsibility for making decisions that affect the total enterprise with the group rather than with one or a few individuals.
5. To achieve flexibility of organization to the end that necessary adjustments can readily be made.

In a way it is ideal that experimentation in the field of human relationships should evolve gradually and naturally. It is true, indeed, that good coöperative practices must be worked out by each group in its own peculiar situation. But it is also true that good practice more quickly becomes universal if those who have had certain successes and failures make their findings available to others. It is in such a spirit that this volume is presented to the reader.

The majority of the examples that will be set forth illustrate the coöperative solution of administrative problems and coöperative curriculum development. Democratic living in the classroom is less well illustrated. Naturally, coöperative curriculum development and democratic administration will have small chance of success if the cells of the unit—the classrooms—are not also operated democratically. Lack of extended treatment of democratic classroom procedures does not indicate lack of appreciation of the importance of this aspect of the problem. It represents only the result of a decision to put major emphasis upon the implementation of democratic administration of the school and coöperative curriculum development as necessary conditions for a truly democratic classroom.

The authors feel that they are justified in this decision for two reasons: (1) the same principles and many of the same techniques apply in democratizing a classroom that apply in democratizing the administration of a school; (2) two recent publications in particular have dealt quite adequately with the classroom problem. They are *Teacher-Pupil Plan-*

ning by Giles<sup>1</sup> and *Learning the Ways of Democracy* by the Educational Policies Commission.<sup>2</sup> Both of these volumes describe actual school situations.

Illustrations of practice by no means include all the schools in the country that might deserve recognition for efforts in the direction of democratic organization. Examples are confined to those localities where there is personal knowledge that genuine attempts at democratic administration are being made and from which it has been possible to obtain records of experience. It is to be expected that experiments with which the authors have worked closely have been for them the richest sources of illustrative material.

#### DEMOCRATIC ADMINISTRATION IS NOT ENTIRELY NEW

It would be unfair to give the impression that not until the present have there been any well-intentioned people doing their best to seek out the democratic way of life in their own school situations. Such is not the case. There have been sporadic evidences in the literature of the past two decades that there was concern here and there with making administration more democratic. Bimson has made a thorough study of the literature in this regard.<sup>3</sup> Moser has also made a useful study of the literature as well as a study of the extent of teacher participation in administration in California schools.<sup>4</sup> A yearbook committee made a similar study

<sup>1</sup> H. H. Giles, *Teacher-Pupil Planning* (New York, Harper and Bros., 1941).

<sup>2</sup> Educational Policies Commission, *Learning the Ways of Democracy* (Washington, D.C., National Education Association, 1940).

<sup>3</sup> Oliver H. Bimson, *Participation of School Personnel in Administration*, Doctor's Thesis, University of Nebraska, Lincoln, Nebraska, 1939.

<sup>4</sup> Wilbur E. Moser, *Teacher Participation in School Administration: Its Nature, Extent, and Degree of Advocacy*, Doctor's Dissertation, Leland Stanford University, Stanford University, California, 1938.

of democratic practices in the country as a whole.<sup>1</sup> But these studies only confirm the belief that neither the total amount nor the quality of the attempts at teacher participation in administration has been very significant at any time in this country.

The favorite method of attempting to democratize administration in the 'twenties was the appointment of committees by the administrator to do certain tasks which he set for them. Such procedure is not necessarily democratic. Examples of that type of participation are to be found in abundance in authoritarian states. Democratic participation is quite another thing. The implementation of the latter concept has been, and still is, all too rare in spite of growing evidence that many administrators advocate it in principle and that some few are attempting to carry it into practice.

Although experimentation with democratic participation has not been very extensive or systematic, progress has been made. Recent social and educational changes have brought people rather quickly to general agreement that educational administration should be democratized. It is seen that such a change will not interfere with the administrative function as such. This is essentially the point of view expressed by Moehlman.<sup>2</sup>

Since the function of organization has been established as a means and not an end, the value of all agents, agencies, and organization forms and practices should be on the basis of their contributions to the achievement of educational objectives. All executive agents and agencies involved in the execution of the program are an entity or unit in terms of purpose. Any person involved in the carrying-out of any part of the educational plan

<sup>1</sup> Department of Supervisors and Directors of Instruction, *Coöperation: Principles and Practices*, Eleventh Yearbook (Washington, D.C., National Education Association, 1939).

<sup>2</sup> Arthur B. Moehlman, *School Administration, Its Development, Principles, and Future in the United States* (Boston, Houghton Mifflin Co., 1930), pp. 259-260.

is functionally a part of the executive activity. Every portion of the executive activity is relatively of equal importance to every other portion. Internal subdivision of the executive activity is merely specialization to promote efficiency.

The terminal validity of organization per se, the concept of each participating individual as a part of the organic total executive activity, the recognition of competency and conscience as essential to democratic operation and organization structure through which the exercise of civil liberties may be easily maintained are all indicated by these principles.

When public school personnel is properly oriented in terms of function, the teacher becomes the most important agent in the executive activity, correlative with instruction as the supreme purpose for the organization and operation of the schools. The facilitating personnel essential is of relatively equal importance in the smooth operation of the teaching process. The degree to which these principles may be applied to operation depends upon the competency and conscience of the individuals involved. The practice of democratic procedures does not spring full-blown into life, but develops through laborious and often painful experimentation and slow growth. Neither can it be legislated into the mechanics of organization, for, without competency and the spirit to work democratically, the best techniques are of little avail.

#### **DEMOCRATIZATION OF ADMINISTRATION HAS SEVERAL ASPECTS**

The process of democratizing educational administration can be broken down into five general aspects. Later chapters will be devoted to a detailed discussion of each of these aspects of the process. They are considered here briefly to give the reader an overall view of the problem of breaking authoritarian traditions and shifting to democratic forms of human relationships in a school.

##### *Social Responsibilities of Education Must Be Defined*

First, it is of great importance that the social responsibilities of education be clearly defined. If the school is to fulfil ✓

all of its functions as a social institution in a democracy, it must be so organized that democratic living is not only practicable but practised. Such a result can be achieved only when all persons concerned with the process of education (and this includes the learners themselves) are unified by a common purpose. All must be able to agree upon the general nature of the human product the school should turn out. It is futile for a number of persons of varied experiential backgrounds to attempt to administer a school co-operatively unless their efforts are pointed in one direction. There is a primary aim of education—democratic socialization of learners. This aim affords the single controlling objective guiding co-operating individuals in formulating the many educational decisions, great and small, that they will be called upon to make in their daily associations with one another. Only a crystal-clear view of the relation of the individual to society, upon which this primary aim of education is based, will help educators to avoid riding off in two directions at once. As soon as it is recognized that individuation and socialization are not two separate processes but two aspects of the same process, neither of which is possible in a democracy without the other, the social aim of education stands out in bold relief as one controlling directive from which will stem guiding principles. The acceptance of such an aim immediately provides a basis for harmonizing conflicts and evaluating group and individual contributions.

#### *Democratic Concept of Leadership Must Be Developed*

The second aspect of the process is to develop a concept of leadership consistent with democracy. If educational administration is to become democratic, some reconstruction in thinking and practice must occur. Democracy in education does not imply that administrators abdicate their positions

and permit pupils, teachers, and parents to run the school system. It does imply that administrators must furnish a democratic type of leadership which is measured in terms of the amount and quality of the leadership which they, in turn, foster in others; for leadership in various phases of the school program must be developed among teachers, students, and community adults if they are to grow into the socialized individuals who are desired in a democracy. All of these groups will have contributions to make, but that does not lessen the importance of the administrator's contribution. The administrator will have much more to do with coördination, and he will be much more concerned with teacher growth than ever before.

The specialized functions of various educational agents will have to be more clearly understood than in the past. Some activities fail to meet the test of contributing to the primary aim of education. Those activities should be discarded in favor of activities more fruitful in achieving the purpose of the democratic school. There is great need for specialists, but they should have a service relationship rather than an authoritarian relationship with other members of the group. It should always be remembered that one important specialist is the classroom teacher, who observes at first hand the growth and development of learners.

In a democratic situation, leadership passes from one member of the group to another as occasion warrants. Each member of the group, including the administrator, is prepared to give both leadership and service, sometimes one, sometimes the other, more often both at the same time. Such a relationship among human beings is based upon and breeds mutual respect. Such a plan of operation makes use of the unique contributions of all members of the group, from the oldest to the youngest, from the most capable to the most

dependent. In such a scheme the administrator, like all other agents, makes his contributions democratically. He makes them in terms of his special abilities and at the proper time and place. He carefully refrains from domination and from the destruction, by the use of power tactics, of the faith of coöperating individuals and groups either in themselves or in him.

Some persons are concerned about the efficiency of democratic organization and control. Actually a high level of efficiency is maintained in schools where democratic administration has been practised successfully. This efficiency comes as a result of utilizing the powers of each member of the faculty as well as those of students and adult members of the community. The attainment of this type of efficiency presupposes the development of democratic means of group discipline. It means that the allocation of authority must be clearly understood by all. The safeguard of genuine group thinking must be employed to guarantee wise decisions and effective results. Democratic coöperation is the most efficient of methods for securing the ends valued in a democracy. That efficiency must be planned for and provided for by the use at all times of appropriate techniques.

#### *A Democratic Form of Organization Is Needed*

The third aspect of the process is to discover a democratic form of organization for the school that will promote the efficient solution of educational problems. It is essential that the organization provide for the most effective possible participation of all persons concerned. If the organization is to be functional, working groups must have real jobs to perform. Purposing, planning, executing, and evaluating must be group functions.

It is desirable that the organization be simple and that

overlapping of functions and wasteful activity be avoided. Above all, the organization must be appropriate for the particular school situation in which it is to be used.<sup>1</sup>

### *Participation of All Is Required*

The fourth aspect of the process is to develop types of participation that promote growth on the part of administrators, teachers, students, and community adults. There must be discovered ways in which these groups may participate democratically not only in making decisions in the area of instruction, the logic of which is generally conceded, but also in the solution of budgetary, personnel, and other so-called administrative problems, all of which have their bearing on instruction.

Certain obstacles that stand in the way of initiation of a functional and participatory type of school organization must be overcome. There is the problem of ensuring the interest of those upon whose coöperation others would like to depend. It is necessary to provide for the delays and mistakes that accompany a learning period. The group must learn to think together in order to adopt common purposes and plan action, to act together in order to carry out plans, and to think together again in order to evaluate results achieved and make further plans in the light of that evaluation. Otherwise participation is random and purposeless, or controlled by the purposes and thinking of one member of the group. The group must build that faith in persons that is the foundation upon which any democratic structure rests. Otherwise wasteful reviewing of discussions and questioning of decisions of delegated groups will make participation a much less than satisfying experience.

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<sup>1</sup> An internal organization which meets the tests of good organization is described in Chapter 4.

*The Rôle of the Teacher Must Be Defined*

The fifth aspect of the process is to define the rôle of the teacher in democratic administration. The teacher is singled out for special consideration because of his important relationship with students and patrons. It might seem, at first glance, that to add administrative duties to an already full load is to threaten the teacher's effectiveness in his primary job of living democratically with children. However, democratic living in the classroom is next to impossible without the favoring conditions of democratic living in the whole school. Teachers must be free to use their intelligence in dealing with children but in so doing they must think in terms of larger purposes. Careful planning for and with all the children and the community adults whom the school serves is the only guarantee of a wise educational program.

The only choice, therefore, seems to be to search for ways of making savings in a teacher's time and energy in order to provide for his participation on a broader scale. Experience has shown that it is not always necessary to increase the teacher's output of time and energy in order to secure his participation in administration. It is largely a case of redistributing that time and energy. Some savings are inherent in a truly functional organization in which all activities contribute to the achievement of a central purpose instead of being dissipated upon a great many non-essentials. When teachers share in making plans, accepted routines are critically re-examined and useless red tape is often cut. Not only is red tape reduced but teachers find an almost automatic motivation in carrying out their own plans. There is less strain and stress in a situation in which one is treated as a respected human being than in a position where one is frequently frustrated in attempts to teach creatively. Administrators should work out with teachers ways of saving their time and energy.

for the things that the group agrees are important for democratic school living.

Those who have experimented with democratic administration have had to work on these various aspects of the problem. They have had to search for ways of overcoming all sorts of obstacles. Through the coöperative efforts of the faculty, students, and community adults in the schools where these groups have participated democratically in educational administration, some tested principles and techniques for group action have emerged. The ensuing chapters form almost a handbook of theory and practice in the field of democratic school administration. There the five aspects of the problem so briefly discussed in the foregoing pages will be treated in turn and in more detail.

#### DEMOCRATIC ADMINISTRATION MUST STAND THE TEST

It is recognized, of course, that the proposals made in this volume do not constitute the only answer to the problem of school administration. A suggested plan of organization is given. Procedures that have been successful are outlined. Other plans and other procedures will work too if democracy is the means as well as the end of group endeavor. As more and more administrators feel prompted to encourage participation in the administration of their own schools, it is extremely important that they do not confuse pseudo-democracy with democracy. There are certain principles, there are certain techniques, there is a certain spirit common to all truly democratic enterprises. These will be treated in connection with the various proposals made in later chapters.<sup>1</sup>

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<sup>1</sup> The standards set for a coöperative person by freshman students in an experimental group at a state teachers college will give some hint as to the

*Some Simple Tests May Be Used*

Meanwhile there are some rather simple tests that may be used to determine whether or not the administration of a school is really democratic.

1. Does one hear "we" and "our" from students, teachers, school patrons and administrators? Is a deep sense of possession expressed by all persons associated with a given school? The pronouns used in a school have significance.
2. Do students and teachers have utmost confidence that certain decisions are theirs to make? No school is democratically administered if the thinking of a group is juked on the whim of a "superior" or if decisions are reversed when they do not please the "boss."
3. Is there a friendly atmosphere about the school? Do teachers, students, and administrators enjoy working together? The human relationships in a school are a most important means of judging what kind of living is going on there.
4. Are teachers and students informed regarding the total institution as people are who constantly engage in planning for that institution?
5. Does the school have to its credit a vast number of accomplishments which indicate the active participation of many persons?

There must be a democratic philosophy of education at work in the school. It is not enough to have fine phrases written down somewhere. Philosophies on paper have little

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nature of the spirit and techniques by means of which democracy may be made to work. The standards are stated in these terms. The co-operative person:

1. Values the suggestions and ideas of others and respects their opinions.
2. Is efficient, constructive, and willing to participate in group work.
3. Is tolerant of others' limitations, peculiarities, opinions, and so forth.
4. Shows tactful leadership.
5. Is conscientious in doing his share, keeping appointments, and being prompt.
6. Shows initiative in making suggestions.
7. Abides by majority decisions.
8. Expresses ideas well.
9. Is responsible for and has an interest in the outcome or product of group work.

worth if not practised. The school will become a powerful force in maintaining and improving democracy only when the entire profession becomes deeply concerned with developing a technique of administration that is thoroughly democratic and, consequently, efficient and socially responsible.

### IMPLICATIONS AND APPLICATIONS

#### *Illustrative Situation*

A classroom teacher who had worked in rapid succession with two quite opposite types of administrators charted his impressions of the two persons as follows:

#### *The Autocratic Administrator*

1. Thinks he can sit by himself and see all angles of a problem.
2. Does not know how to use the experience of others.
3. Cannot bear to let any of the strings of management slip from his fingers.
4. Is so tied to routine details that he seldom tackles his larger job.
5. Is jealous of ideas. Reacts in one of several ways when some one else makes a proposal:
  - a. Assumes that a suggestion implies a criticism and is offended.
  - b. Kills a suggestion which does not at once strike him as excellent with a withering or sarcastic remark.
  - c. While seeming to reject it, neatly captures the idea and restates it as his own, giving no credit to the originator of the idea.

#### *The Democratic Administrator*

1. Realizes the potential power in thirty or fifty brains.
2. Knows how to utilize that power.
3. Knows how to delegate duties.
4. Frees himself from routine details in order to turn his energy to creative leadership.
5. Is quick to recognize and praise an idea that comes from some one else.

*The Autocratic Administrator*

6. Makes decisions that should have been made by the group.
7. Adopts a paternalistic attitude toward the group. "I know best."
8. Expects hero-worship, giggles of delight at his attempts at humor, and so forth.
9. Does not admit even to himself that he is autocratic.
10. Sacrifices everything, teachers, students, progress, to the end of a smooth-running system.
11. Is greedy for publicity.
12. Gives to others as few opportunities for leadership as possible. Makes committee assignments, then outlines all duties and performs many of them himself.

*The Democratic Administrator*

6. Refers to the group all matters that concern the group.
7. Maintains the position of friendly, helpful adviser both on personal and professional matters.
8. Wishes to be respected as a fair and just individual as he respects others.
9. Consciously practises democratic techniques.
10. Is more concerned with the growth of individuals involved than with freedom from annoyances.
11. Pushes others into the foreground so that they may taste success.
12. Believes that as many individuals as possible should have opportunities to take responsibility and exercise leadership.

Which individual appears to be the more insecure and fearful of his position? Which individual is seeking the truth no matter where he finds it? Which way of dealing with new ideas will further social progress?

*Suggested Activities*

1. Describe from your own experience situations which would lead you to believe there is need for democratic administration.
2. On pages 3-4 are listed five accomplishments that democratic administration shall seek. Make a similar list of things that autocratic administration seeks to accomplish.
3. Make a list of all the democratic situations you have known in homes, in schools and colleges (including the class in which you are now enrolled), in churches, in industry or business, in communities in general.
4. Apply to these situations the simple tests on page 14.

*Questions for Discussion*

1. There are some serious-minded people in our country who question whether democracy will work in our highly interdependent,

technological society. To what extent do you believe in democracy? Why?

2. The coöperative nature of ants and the individualistic tendencies of mammals are frequently contrasted. Does this analogy lead you to believe that man is by nature not inclined toward democratic behavior? In other words, is it human nature to be undemocratic?
3. Nearly every one will agree that the achievement of democratic relationships among persons is a gradual and evolutionary process rather than a revolutionary one. From your own experience do you believe that progress is being made? Why?
4. The statement has been made that "education for democracy implies more democracy in education." What does this statement mean to you?
5. All of us have attended public schools and colleges. How democratically were these institutions administered?
6. Democracy is an elusive concept. How do you distinguish between social, political, and economic democracy?
7. This book emphasizes the responsibility of the school in contributing to the continuous improvement of the democratic way of life. Do you agree that the school has this responsibility? In what ways can it make its contributions most effectively?
8. In democratic administration the nature and function of leadership assumes considerable importance. How do you think of leadership?

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## Chapter 2

### SOCIETY, EDUCATION, AND INDIVIDUALS

Educational administration will move in the direction of democratization in the free and democratic countries. If that *movement is to be wholly desirable it must be guided by a philosophy*—a philosophy complete enough to embrace all of the various relationships of administration to the institution under consideration. The rethinking and replanning should be sweeping enough to take into consideration, in the case of educational administration, not only the nature of democratic leadership as a separate phenomenon but also (a) the nature of the emerging culture in which democratic education operates; (b) the individual as the final unitary component of that culture; and, lastly, (c) the true nature of the educative process as it operates to develop the free and democratic individual. It seems axiomatic that a desirable form of leadership should be based on the same concepts as a desirable form of education for there is no doubt that quality of leadership is a determining factor in a school.

Human activities of any social significance are complex and are not to be explained in terms of single causative factors. The educational process as it operates in society involves individuals and results in learnings and social interactions that have both superficial and fundamental implications. For instance, a learner may learn a new way of behaving to meet a simple need, yet in so doing he may upset society's equilibrium if many others develop the new way of behaving at the same time. The mores, the prices, the productive system,

or even the political system may be materially changed as a result.

Education and educational administration have both immediate and fundamental purposes. This can be seen by looking analytically at the purposes of education. The immediate and obvious purpose of education is always to serve learners in terms of their real learning needs. These needs are individual but are determined in a real sense by the values and forms of the culture. When the individual feels a need or even when a teacher determines that the individual has a need, the culture is expressing itself through the learner or teacher involved. Anthropology, with its broad cultural approach, indicates that education is essentially a conditioning process by which a very active, dynamic organism is brought into a satisfactory working relationship with its culture.

The nature of such conditioning varies directly with the culture pattern and the current political theory which is permitted expression by the culture pattern. In a primitive society the individual is educated in terms of a family or tribal culture. In a present-day totalitarian state the individual is taught to coöperate with the state according to an authoritarian political theory. In a present-day democratic state the individual learns to coöperate with the state and with other individuals according to a democratic political theory. No culture is, however, purely democratic or purely authoritarian. The mixed origins of a culture and the processes of cultural change have resulted in cultures that are extremely complex. Such cultures are always living forms, and human activities are necessarily based upon current interpretations of a culture in all of its aspects.

THE PURPOSES OF EDUCATION ARE  
SOCIAL IN NATURE

From each culture blossoms a political theory of an appropriate nature. The task that falls to the lot of the educator is to interpret from the facts and trends of cultures and political theories an appropriate conception of educational purpose. In recent years the facts of a changing culture have forced American educators to turn anew to the problem of purpose and direction. Studies of purpose have become more real. The large number of such studies is brought together in most usable form in a recent report of the Educational Policies Commission. The following quotation from the report well illustrates the present status of thinking:<sup>1</sup>

Interest in the objectives of educational institutions has not been confined to a few exceptional leaders. Plain citizens, parents, taxpayers, and even the young learners themselves have in mind, although more or less confused and dimly perceived, some notion as to the reasons why they support and participate in the means of education.

Some studies of purpose have been based on general analyses of society. Others, such as local curriculum development projects, have been at once theoretical and applied. In successful curriculum projects reconceived purposes and programs emerge in one piece. In fact new programs based on new purposes are often installed by the very developmental process that rebuilds them—and always these new programs tend to give a greater recognition to the social basis of American education.

*The Social Character of Education Was Recognized Early*

The social character of American education has been rec-

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<sup>1</sup> Educational Policies Commission, *The Purposes of Education in American Democracy* (Washington, D.C., National Education Association, 1938), p. 40.

ognized for the last one hundred and fifty years. The makers of the American constitution commented profusely on the need for education. Because of the opposition to centralization at the time the constitution was written, education was left primarily to the states. The states, in turn, stressed the social function of education along with equalitarianism. Led by Mann and Barnard, the states set up systems of education which were based upon social purposes. Michigan, for instance, proposed to create a state system conceived in terms of social purposes as is indicated by the following quotation in the original state constitution:<sup>1</sup>

Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged.

Curti has found through a research study that early educational leaders recognized the social character of education and the school. Note his summary:<sup>2</sup>

Contrary to a quite general impression, educational leaders in every period of American life have thought of the school as a social institution as well as an agent for transmitting culture and for equipping individuals with the rudiments of knowledge. For the most part, however, the school system was not planned by its leaders in reference to other institutions, or on the basis of a realistic analysis of social actualities and social needs.

#### *Educational Administration Must Have Clear Direction*

The time is now at hand to bring social purpose down to earth. The total process of improving the democratic way of life is apt to terminate unless education and educational

<sup>1</sup> Constitution of the State of Michigan, Article XI, Section 1. This section is taken from "An Ordinance for the Government of the Territory of the United States Northwest of the River Ohio, 1787."

<sup>2</sup> Merle Curti, *The Social Ideas of American Educators* (New York, Charles Scribner's Sons, 1935), p. 581.

administration can be fairly well democratized in its important details and processes.

First of all, the direction in which professional effort is trying to move must be clarified. Any one will readily admit that education is a social process and that schools are necessities in a democracy. But such an agreement has proved inadequate. Beyond this it must be agreed that the purposes and processes of education are social in their nature and orientation. In order to eliminate wasted motion the present tendency to set up pluralistic, unsocial, and often conflicting objectives of education should be corrected. No movement can recognize two directions at the same time. Hence the emphasis on many unrelated objectives of education should be eliminated and education should be conceived of as having a unitary purpose. In a democracy, that unitary purpose of education may very appropriately be called "democratic socialization."

#### *Growth Is Measured in Social Terms*

The entire discussion of administration as developed in this volume assumes that growth has meaning only when it can be interpreted in terms of social reality. Can the teacher grow? Yes, as he or she becomes more social. Is the child a social being? Yes, and only as he becomes more democratic in behavior can he be considered as having attained a new growth status of social importance. Democratic socialization is used to denote the controlling directional concept for a kind of education that is concerned with the development of an individual who will exhibit the sort of characteristics and competencies adequate to complete living in a democracy. Although this position does not treat democracy as unquestionably the only political theory, it does assume that democracy is America's choice today—a choice made more conscious

by current events. Furthermore, it assumes that the character of the democratic state will find its definition in the *character of its individual members collectively* rather than in the mind or individual values of a "leader."

### *Individuality and Individualism Are Needed Concepts*

Some educators seem to fear that individualism and individuality would suffer if a unitary and social objective of education, such as democratic socialization, should become dominant. This fear is startling evidence that many Americans have a poor understanding of the democratic ideal. Volumes of excellent historical evidence can be found that indicate that democracy has always purported to be a form of socialization based upon the individual. Democracy is essentially a human-centered political and social theory. Timid folk may take hope in the fact that, in times of real crises, human values have come to the fore and selfish forms of individualism such as materialism and commercialism have been on the defensive. Although the rights of the individual have been relatively safe in the democracies, clearly the opposite trend has been evidenced in fascist countries. These facts indicate that individualism and democratic socialization are compatible theories.

Regardless of their status or degree of education, nearly all Americans recognize that schools and education are closely related to society. The precise nature of this relationship is not so clearly recognized. Nor has the educational profession itself been clear cut in its position on this point. Are schools designed to enhance individual efficiency? Or to further group solidarity? Or both? Does group solidarity mean collectivism? These questions are commonly asked.

As long as individuals are considered as merely one of the elements in society, such confusions as now exist will remain

with us. Teachers will continue to teach with two incompatible purposes in mind: individual aggrandizement and social contribution. Schools will in one way or another dodge the responsibility for contributing to social improvement. The remedy lies in ascertaining the true relationships that should exist in a democratic society and in ascertaining the facts concerning growth of personality.

#### *Democratic Socialization Provides a Unifying Principle*

The policies underlying democratic administration all spring from a group of related considerations. These considerations merit some discussion since they are fundamental to the decisions that must be made in democratizing educational leadership. If this democratizing process is to be consistent, one point of reference must be chosen. Further, the relationships of education to the developing culture must be correctly adjudged, and the way in which the basic value is used in guiding growth must be realistic and useful.

As has been previously indicated, the chosen point of reference or educational criterion is the extent to which education promotes the democratic socialization of the individual. In regard to the second consideration, it is maintained that to adopt democratic socialization as a goal is to give a general but conscious direction to the process of cultural evaluation. Beyond this, it is maintained that it is very useful and very real to assume that personality development and socialization are identical processes. Naturally, the usefulness of these three assumptions must depend upon the validity of the concept of socialization.

**SOCIALIZATION IS A DEVELOPMENTAL  
PROCESS**

( Socialization denotes the process of growth of an individual toward a state of adequate social sensitivity and adequate social functioning. Socialization is practically identical with personality development if the sociologists are correct.) Cooley, who did more than any other scholar to establish a psychological basis for sociology, insisted that personality was socially created. He believed that "A separate person is an abstraction unknown to experience, and so likewise is society when regarded as something apart from persons."<sup>1</sup> Faris has defied the psychologists to prove that there is any structure of the personality other than that provided by experience.<sup>2</sup>

Spiller contends that the learning process itself, when adequately described, will consist primarily of "learning freely from others."<sup>3</sup>

Waller clinches his argument for the social development of personality very cogently:<sup>4</sup>

All education comes from the child's experience of social situations. Personality is forged in adaptation to those situations which the child passes through on the way to adulthood.

If we may assume that the organism and the environment are one, then the rôle of education in adjusting the environment by providing educative (socializing) experiences is greatly enhanced. Furthermore, by careful planning of the

<sup>1</sup> Charles H. Cooley, Robert Cooley Angell, and Lowell J. Carr, *Introductory Sociology* (New York, Charles Scribner's Sons, 1933), p. 71.

<sup>2</sup> Ellsworth Faris, "Of Psychological Elements," *American Journal of Sociology*, XLII (September, November, 1936), pp. 159-176, 391-392.

<sup>3</sup> Gustav Spiller, *The Origin and Nature of Man* (London, Williams and Norgate, 1935).

<sup>4</sup> W. W. Waller, *Sociology of Teaching* (New York, John Wiley and Sons, 1932), p. 448.

amount and nature of social interaction, school administrators and teachers may hope to bring about almost any situation that is consonant with the value-base which is considered characteristic of our culture and of democratic living as a cultural expression. In the same way, educational programs will be seen to have a more significant relation to society. This was seen clearly by Giddings, who first outlined the general theory of socialization:<sup>1</sup>

A social being, the normally organized man returns to society with usury the gifts wherewith he has been by society endowed; and this truth will be the starting point of the ethical teaching of coming years.

The theory of socialization has a fragmentary history extending back to the first recorded discussions of social thought, but it is only during the last fifty years that the theory has been rounded out. It seems probable that the next few years will see its systematic application in many areas.

#### *Psychiatry Utilizes the Concept of Socialization*

Some suggestion of how the theory of socialization may be used in the field of education is indicated by the way it is used in the field of psychiatry. Kanner's description is clarifying:<sup>2</sup>

"Childhood" is a collective term. It includes all ages between the neonatal period and the termination of puberty. It presents the individual in *statu nascendi*. It carries him from a condition of complete helplessness to the very threshold of that degree of independence and creative activity which is commensurate with his constitutional, social, and educational background. Between

<sup>1</sup> Franklin H. Giddings, *Principles of Sociology* (New York, The Macmillan Co., 1896), p. 422.

<sup>2</sup> Leo Kanner, *Child Psychiatry* (Springfield, Ill., Charles C. Thomas, 1935), p. 31.

those two landmarks, so many, so frequent, and so conspicuous alterations occur, that in comparison the periods of adolescence, middle age, climacteric involution, and senescence, no matter how eventful they are, appear much more homogeneous and much less variable.

Socialization is the outstanding achievement at the end of this span. Therefore, its gradual development lends itself perhaps better than anything else for a subdivision of the period of childhood. Fully realizing that the lines should not be drawn too rigidly in a process of evolution, that there exist no abrupt changes, and that a good deal of overlapping will have to be expected, we may distinguish three more or less characteristic periods of childhood.

Period of elementary socialization.

Period of domestic socialization.

Period of communal socialization.

Kanner suggests the following age ranges as approximately correct:

Elementary socialization—the first eighteen months of post-natal life

Domestic socialization—from eighteen months to four or five years

Communal socialization—from four or five years to sixteen years

The first two periods of socialization take place in the home but are influenced in a well-administered educational project through a program of community relations. The third period in which the child adjusts to and learns control of community factors covers the period of public-school education. Hence socialization at its various levels is a process of great importance to the educator: it suggests a consistent direction for education as well as a guide to educational method.

It should not be implied that socialization is important only to youth education. In-service education of teachers, a large aspect of administration, should be controlled by this concept as well. Comprehensive programs of teacher edu-

tion will provide for the socialization of the individual. Teachers should continually expose themselves to basic experiences ranging from complete changes in environmental conditions to specific experiences new in type. The professional task of teaching provides many opportunities for new experiences. Serving as a discussion or committee chairman, participation in planning broad programs, or administering some aspect of the school program provides significant new experiences. Every effort would, of course, be made to provide experiences wide enough in range and deep enough in content to emotionalize the individual teacher favorably and thoroughly.

#### DEMOCRATIC SOCIALIZATION INCLUDES INDIVIDUATION

Experimentation with administrative principles based upon socialization has produced a very significant caution. Democratic socialization is not to be confused with national socialization characteristic of totalitarian forms. It is not to be thought of as standardizing in nature, and every effort must be made to permit the individual to express himself in a creative fashion. Individualists have rightly refused to go all the way with current forms of educational administration. They have sensed that "loyalty to the administration" can readily be debauched into loyalty to an individual rather than a cause or profession. They have been cynical with good cause. They have sensed that socialization without individuation threatened the individual and the democratic way of life and government.

To those individualists who resent the rôle that totalitarianism has assigned the individual, the process of individuation is exceedingly interesting. Individuals vary in the way

they meet situations both old and new. Individuation as a part of the total process of socialization denotes the way in which the personality establishes a personally satisfying working relationship with society. In other words, individuation represents the growth toward a definite, consistent, and individual way of meeting situations. It recognizes that there are many kinds of social behavior and also that there is a sort of internal consistency to the behavior of a socialized individual. The principle of individuation recognizes individual differences of a biological nature and encourages variety of behavior.

#### SOCIALIZATION AND GROWTH CONCEPTS SHOULD BE WIDELY APPLIED

Once democratic socialization is perceived clearly, educators concerned with the development of an educational program adequate to the times must give it a real try. In many cases the value may be accepted more or less unconsciously before its rôle in a new program is fully understood. In one experiment, seven years of development preceded the first clear-cut published statement.<sup>1</sup> The emergency facing demo-

<sup>1</sup> The following quotation from a mimeographed booklet, *Social Objectives and Internal Organization of Tappan Junior High School*, published in 1935 by the Board of Education, Ann Arbor, Michigan, will illustrate this point:

"Socialization. The goal toward which the educational program of the school is aimed is ever greater socialization of pupils, teachers, and parents. Socialization is also the means by which that goal is reached. In other words, socialization is not only the end in itself but is the means to the end.

"Emphases. In attempting to approach the goal of socialization, the faculty is in accord with emphasizing throughout the entire organization of the school guidance, creativity, and participation. They realize that it is worse than useless for children to be given freedom to develop if they are not given, at the same time, guidance in making the best use of that freedom. They feel that opportunity for creative expression is one of the great needs of childhood. They are sure that there is no satisfactory substitute for actual participation in the activities of the school in socializing a child.

cratic groups, however, suggests the need for a planned program of socialization quickly developed in all schools.

Democracy as a way of life for a modern culture group affords an environment in which socialization may proceed in rather perfect, naturalistic balance. The goals of democracy provide direction. The processes of individuation encourage the development of individual abilities from which groups may draft or request needed contributions. The drafting of services and the contributing of services enrich both individual and group life.

✓The truly democratic educational institution should then set up a social program of education. This program should be planned and administered in a democratic manner. If personality is to be respected and developed, all choices should be made by a maximum number of the individuals involved. Each should get from the institution in terms of his needs and give in terms of his individual abilities.

#### IMPLICATION AND APPLICATIONS

##### *Illustrative Situations*

I. A superintendent in a village school of eighteen teachers, when interviewed on his experience, stressed a number of steps that he followed. These steps, which are listed, all seemed important to him.

1. He went through the process of making up his mind that democratic administration was the best way.
2. He overcame fear early in the process.

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*“Faculty Gains.* All teachers share in the administration of the school, in one respect or another, through their committee work. The delegation of so many responsibilities to committees and to individuals has served to increase the dependence of the members of the faculty upon one another and has resulted in great gains in coöperativeness and in mutual respect for the contributions of various individuals to the group. That the teachers have a philosophy of education so nearly uniform is a direct result of this democratic organization which has provided for 100 per cent participation in the planning done for the school.”

3. He did much actual studying and planning on ways of turning over functions to teachers.
4. He created a desire on the part of staff members by (a) talking about the theory of democratic living and (b) by describing actual examples of democratic administration that had worked.
5. He talked to teachers individually about next year's procedures at the time contracts were signed.
6. He gave out some reading materials to teachers.
7. He suggested that teachers collect materials in summer school and found that workshops had created a favorable psychology toward democratic administration.
8. He suggested a few experiments that might be tried out.
9. He brought in outside people to discuss issues involved.
10. He tried by various means to create an individual desire for growth on the part of teachers and students.
11. He delegated the study of the matter to a group of teachers who then recommended certain democratic practices to be followed.

When asked what functions he first turned over to teachers, this superintendent mentioned the following:

1. Planning of faculty meetings
2. Deciding on time of arrival and leaving for teachers
3. Administering the noon-hour program with the help of students
4. Revising report cards
5. Setting up homerooms
6. Making the high-school schedule, including teaching assignments
7. Deciding what information teachers should have on school district income and expenditures
8. Making the budget
9. Making the self-survey report to the state department of education
10. Handling discipline problems (to teachers and students)
11. Administering awards
12. Accounting of internal finance
13. Administering school parties which were in turn given over to students
14. Conducting the high-school war council which became almost entirely student led

In addition to functions turned over to teachers, much ordering and a great deal of the responsibility for the upkeep of the building became the real area of leadership of the janitor who took genuine pride in the total program of educational improvement.

Naturally the superintendent found that he had more time at his disposal which was devoted to further study of frontier prob-

lems of education, to teacher growth, and to the social interpretation of the school program.

What social values seemed to govern the actions of the superintendent of this school?

Did too much initiation come from the superintendent?

Will the participation of teachers in these administrative activities interfere with classroom teaching?

II. In 1934 a certain private school went "modern." Headmaster and teachers all had attended universities recently by request of a concerned board. They returned with great respect for the "child-centered school." Accordingly, they set up a "flexible" curriculum which would allow each child to select his own studies and determine the methods of pursuing them. Whether or not a child should embark upon a voyage of new knowledge depended entirely upon his "readiness" as indicated by his actual unaided embarkation.

The test of a good teacher was giving an affirmative answer to the following questions:

1. Do I always refrain from saying "don't" and "no" to a child?
2. Am I always able to remain out of a situation and let each child seek his own answers?
3. Am I willing to allow a child the right to learn by experience from every situation?
4. Am I ready to let children determine their own behavior patterns as they develop?
5. Do I judge the progress of each pupil according to his own standards of conduct?

There was no course of study. Subject-matter was unimportant. Each child was the subject-matter. More than two or three copies of the same book in any room were looked upon with disfavor. Any complete group of children engaged in a mutual task was viewed with suspicion.

The educational emphasis was all placed upon each individual child as a separate, unique organism, developing in his own separate and unique manner.

Does this outlook on the learning process contribute to group living?

What were the obvious end goals of this plan? Are they compatible with the democratic way of life?

Would these children find difficulty in adjusting to their society? In what particulars?

*Suggested Activities*

1. Analyze your elementary-school experience in relation to the following points.
  - a. To what extent were your individual aptitudes, preferences, and interests considered?
  - b. Were these related to group goals?
  - c. What similarity existed between your school life and adult life in your own community?
  - d. On the basis of answers to these questions, in what respects did your elementary-school experience prepare you to live as an individual in your society?
  - e. Did this early training equip you to contribute to your society?
2. Analyze your present college life in the light of the above questions.
3. Draw up a check list of all organizations in your community, such as: Church, Rotary Club, Lions Club, American Legion, Commercial Club, Woman's Club, Labor Union, or W.C.T.U. Indicate which of these organizations express your views of community progress. Which organizations are antithetical to your sympathies?
4. Read the first ten amendments to the Constitution of the United States, the Bill of Rights. What individuals and organizations in your community violate by action or word these legal privileges of individuals?

*Questions for Discussion*

1. Laymen are often confused by the fact that both the content of the curriculum and teachers' methods vary from school to school. Is there an effective working agreement on the purpose or purposes of education? On the rôle of the school?
2. Programs of teacher growth and instructional programs for learners should probably both be democratized. Should the principles of democracy be applied in the same way in classroom and in supervisory situations?
3. *Collectivism* and *democracy* have been used by some people as interchangeable terms. Is the social personality an individual personality or a collective personality?
4. The community group and the total population group included in a certain culture have many interrelationships. Is the individual, the community, or the state to be considered as the focal point in planning a program of education? What administrative plan should be used?
5. Although the social relations of schools and of the educative process are now quite clearly recognized in program planning, there is still disagreement as to the leadership rôle of education. Should education assume the rôle of determining new cultural values?
6. The early American tradition stressed religion, and usually in relation to education, but in late years education has become more

secular in nature. Are religiousness and sociality quite unrelated in the growth process?

7. Social integration within culture groups is growing by leaps and bounds through both totalitarian and coöperative methods. Must growth in democratic socialization of individuals become the same as standardization and regimentation of individuals?
8. The school and parental responsibilities for educating the child have been exercised quite independently. Would a community agreement on democratic socialization as the aim of education improve school-community relationships?

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## Chapter 3

### THE NATURE OF EDUCATIONAL LEADERSHIP

Under an authoritarian conception of human relations the nature of leadership is clearly indicated. One or a few persons decide what is to be done. The rest of the people do it. The will of the leader and his trusted advisers is supreme. Leadership of this sort achieves a high level of efficiency in terms of its accepted values.

{ Under a democratic conception of government the problem of leadership is admittedly more complicated. There must be wide diffusion of opportunities for the exercise of leadership without any loss of efficiency. The right to be a leader at certain times implies a corresponding responsibility to be a follower at other times. Individual contributions must be made in relation to social purposes. }

Such a diffusion of opportunities and responsibilities is essential if the democratic way of life is to continue. Organized education can be expected to demonstrate a kind of leadership that is both democratic and efficient. It is the purpose of this chapter, therefore, (1) to examine the need for a redirection of educational leadership and (2) to indicate how educational leadership may be both democratic and efficient.

#### A REDIRECTION OF EDUCATIONAL LEADERSHIP IS NEEDED

Developments in the field of school administration have been influenced materially by the history of the culture.

Current forms are derived from historical influences. The individuals who created modern school administration came from a background of authoritarian patterns. Their homes, their churches, their economies were so patterned. The effects of these influences have been profound. The modern institution has tried to operate with premodern forms.

Until very recently American public education has been in the process of initial establishment. During that period the educational situation was based upon a teacher and a class. Educational leadership was exerted primarily in the classroom. Administration was then properly a function of every teaching activity. Soon, however, all this was changed. Schools came to be composed of multiples of the teacher-class situation. Organization became necessary. Certain teachers were released from teaching because some tasks common to all teaching obviously had to be cared for.

#### EDUCATION BECOMES COMPLEX

Education became a big business. Pupils and teachers enrolled in the activity at a bewildering rate. Expansions of curricular offerings and the introduction of new services increased the complexity of public education. Costs mounted. Personnel services, equipment, books, supplies, and school buildings forced the total annual expenditures for public education to levels that made it one of the nation's biggest enterprises. The administrator came to be looked upon as an efficiency expert or general manager, although historically he had been conceived as a principal-teacher whose function was mainly that of facilitating and coördinating the activities of pupils and teachers.

This growth in the size and complexity of public education in the United States paralleled a corresponding growth

in the size and complexity of industry and commerce. In these latter areas mass-production techniques, characterized by centralization, domination, standardization, subordination, inspection, discipline, and control, achieved undreamed of levels of industrial and commercial efficiency. It is small wonder that the administrator of that period borrowed from industry those techniques and practices that would seem to make educational administration efficient. Neither is it strange that boards of education sought administrators who promised to be primarily good business men and only incidentally good educators.

#### STATUS RELATIONSHIPS EMERGE

The influence of industrial management did much to cause the emergence of status relationships in education. The rapid increase in the size of public-school systems created legitimate demands for centralization of authority, standardization of routine activities, specialization of function, and discipline. It was inevitable that persons with appropriate interests and abilities should seek and secure within the school organization positions that invested them with considerable power and control.

This investment of power and control in certain administrative agents and agencies was necessary and not in itself undemocratic. Democracy differs from anarchy because it does provide for discipline, centralization of authority, and action. Undemocratic practices develop when the persons in positions of authority and control begin to interpret themselves as more important, personally, than the other individuals with whom they work. As soon as undesirable status relationships are injected into human affairs, real democracy becomes quite impossible of achievement. However gener-

ous, sympathetic, and kindly the administrator may be, the presence of such relationships will cause the organization to become, under the very best of conditions, a sort of benevolent despotism.

American industry in many cases has sought to achieve efficiency by subordinating persons to the machine and to the administrative system. Through the autocratic exercise of power and control, industrial management has increased production and reduced costs. However, the application of the techniques of industrial management to the business of social engineering inevitably has an undesirable effect upon the personality of the administrator concerned, to say nothing of the effect upon the student and faculty personnel. The spirit of democracy is essentially a spirit of respect for the intrinsic worth of individual personality. The educational administrator must be guided by this value.

#### SCHOOL ADMINISTRATION ASSUMES POLITICAL SIGNIFICANCE

Another factor that has contributed to the need for a redirection of educational leadership is the emphasis placed by administrators upon political expediency. Public-school systems are just as susceptible to the whims and caprices of political democracy as are any other agencies of government. Since education has become a relatively big business, it offers a fertile field for exploitation by vested-interest groups. Membership on a board of education presents one means of launching a political career. Desirable contracts for goods and services are at the disposal of such boards. It is inevitable that public education should assume political significance. As a result the school administrator is faced continuously with the problem of harmonizing conflicting interests

in the discharge of functions that should remain essentially social rather than political in their ultimate purpose.

Working under such conditions the administrator tends to become extremely cautious. He keeps his "ear to the ground" and his "fences up." He hesitates to encourage wide participation of the entire professional organization in the public relations program. He deems it wiser to consider himself the official spokesman for the school system. As far as possible he makes all the speeches for the local civic and social groups. He arbitrarily vetoes proposals made by individuals and groups within the professional organization because he considers them unsafe. In his efforts to be politically expedient the administrator becomes socially and professionally a mild sort of demagogue. Quite unconsciously and honestly, perhaps, he fails to distinguish between the organized demands of pressure groups and higher forms of expression of the public will.

#### AN INTEGRATING PRINCIPLE IS NEEDED

All of these developments, the aping of industrial management, the emergence of status relationships, and the emphasis upon political expediency, could have been avoided had democratic socialization been accepted as a clearly defined and unitary objective of education. Much of the conflict, confusion, and misunderstanding that arises in the administration of organized education might be eliminated if the persons involved would clearly define and accept common goals and purposes. To be successful the democratic way of life must be attractive. The continuous self-expression of all persons through creative participation in activities designed to achieve socially significant values must be provided. The acceptance of such a common goal or purpose would create a

basis for harmonizing conflicts and a criterion for the evaluation of individual and group contributions. The many evidences of conflict between pupils and teachers, parents and teachers, administrators and teachers indicate that there exists at the present time a great need for an integrating principle that will serve as a guide in achieving real democracy in human relationships.

#### DISTINCTIVE CONTRIBUTIONS OF PERSONNEL SHOULD BE ENCOURAGED

The designation of certain persons as administrators, consultants, or teachers should not suggest that these individuals pursue different goals. It does very appropriately suggest that these agents perform different functions and that they are of service to the extent that they encourage distinctive contributions functionally related to a unified pattern of achievement. The problem is to determine what contributions can best be made by various agents. There must also be created means by which these contributions can be made in harmony with the demands of democratic socialization as the unitary objective of education. A particularly significant statement of the problem has been formulated by Courtis:<sup>1</sup>

Let us then picture teachers and administrators as highly specialized, individualistic, *creative* agents, each selected on the basis of both superior ability and adequate training. Let us imagine further that they are completely socialized so that loyalty to their common cause, education, outweighs their egoistic tendencies and both *identify their own success or failure* with the success or failure of the school's educative program. Individualistically each is driven by his professional zeal to think upon and to contribute aggressively to the solution of every prob-

<sup>1</sup>S. A. Courtis in *Democratic Participation in Administration*, Eighth Yearbook of the Department of Elementary School Principals (Lansing, Michigan, Michigan Education Association, 1935), pp. 33-34.

lem in any field which comes, or is brought, to his attention, but each is so socialized that he is willing and anxious to use the social techniques appropriate to the action to be taken. These would include a new type of coöperative effort in "understanding the other fellow's point of view," "methods of reaching decisions," "planning," "delegating action," "acting," "judging," "generalizing," "harmonizing conflicts of opinion," and "protecting minority interests."

Each would hold an organismic concept of the work of the school. That is, in planning, making decisions, etc., each would try to look at every situation from the point of view of the success of the whole and would tend to think of his own work as a function, rather than of himself as an agent. Each would recognize two distinct phases to his work: (1) creative planning and (2) corporate and individualistic action. In creative planning, every agent would *participate individualistically*, working for the general welfare and making such contributions as he was able. In corporate action in carrying out plans, each would perform his specific functions to the best of his ability, but he would also try to be the eyes and the ears, the heart and the brain of the group, reporting impersonally and frankly all the facts, whether good or bad, gathered during the appraisal and generalization phases. Each agent would act for all and all for each and for the common objective.

If the problem has been properly conceived and analyzed by Courtis, the key to the solution is available. The solution will depend upon the degree of motivation of the profession and its knowledge of techniques. A part of the solution will depend upon a rethinking of the concepts of educational leadership and a redirection of practice.

Responsibility for first steps in seeking more democracy in education rests quite largely with those persons who occupy administrative positions. As public schools are now organized, power and control reside essentially in those agents. To say that school administrators have engaged in undemocratic practices and that they should now assume large responsibility for instituting reforms is not to be over-

critical or unkind. Many administrators are honestly seeking to advance the cause of democracy in education. But the task is not easy. Tradition must be broken. New patterns of human relationship must be discovered through living together in new ways.

In discovering new patterns of human relationships, it would seem to be profitable to experiment in the following areas:

1. Analyzing the task of educational leadership
2. Developing policies through group participation
3. Providing for specialization
4. Providing for efficient operation
5. Guarding against sentimentalism

#### **EDUCATIONAL LEADERSHIP MUST BE ANALYZED**

Administration, democratically interpreted, should be defined in terms of the larger social responsibilities of an institution. In the same way a functional determination of the internal organization of a faculty must be derived from an analysis of the task involved and the factors that condition success. Today, education is conceived of as dealing with the conditioning of children through realistic experience and in terms of a number of significant relationships. The relationships with which the learner is concerned are as follows:

1. Curriculum relationships
2. Teacher relationships
3. Family and community relationships

In interpreting the entire educational scene in terms of democratic socialization, it is readily seen that education is concerned with the socialization of learners, of teachers, and of members of the community. Although both parents and non-parents contribute to the environment of learners, in

elementary and secondary schools the parent group plays a major rôle. Any functional plan must be based upon an analysis of the rôles of all groups in dealing with the various relationships surrounding the learner. The needs of basic groups of the community personnel argue for the creation of adequate coöperative administrative machinery designed to fulfil the following purposes:

1. To facilitate student participation in activities of a socializing nature
2. To provide adequate opportunities designed to facilitate adult participation and growth
3. To provide adequate opportunities for coöperative activities designed to facilitate teacher growth

This analysis indicates that there are naturally three important groups of purposes which absorb all primary functions involved in educational leadership. Experience in various educational situations has indicated that wherever social objectives serve as educational directives, the organization of functions in terms of groups to be socialized is a *sine qua non*.

Since the community is essentially an integral form of social organization, administrative machinery, which is organized in terms of groups, must be coördinated sufficiently to provide reasonable unity and effective integration. Various agents must be welded into a real unit of participation for the achievement of social purposes. Teachers and other such service agents working as individuals at their respective jobs really determine the effectiveness of any educational unit. Consequently, the responsibilities of the various agents included in educational personnel are of particular significance. The place of those professional agents in a functional organization grows out of an analysis of their responsibilities. This analysis is indicated in Chart I.

**CHART I**  
**SPECIFIC FUNCTIONAL ACTIVITIES OF PROFESSIONAL AGENTS**

**TEACHER**

- a. To take direct responsibility for child growth by providing adequate socializing experiences for children under his guidance
- b. To contribute some special service to faculty and school as a whole
- c. To work with a room-group of parents
- d. To execute administrative duties assigned by the faculty
- e. To operate as a creative unit in policy formation \*
- f. To operate as a primary agency in community relations \*
- g. To carry on research and experimentation \*

**SPECIALIZED  
SERVICE PERSONNEL  
—CONSULTANTS**

- a. To offer highly specialized resource services to individual teachers
- b. To offer highly specialized resource services to faculties and committees
- c. To contribute to community education in a special field
- d. To serve as a member of the coöperative councils

**SPECIALIZED  
SERVICE PERSONNEL  
—COÖORDINATOR OF  
CONSULTATIVE SERVICES**

- a. To act as a technical resource person
- b. To develop coöperation among consultants
- c. To make resource people widely available
- d. To offer highly specialized resource services to faculties and committees
- e. To serve as a member of the coöperative councils

**SPECIALIZED  
SERVICE PERSONNEL  
—PRINCIPAL**

- a. To create an environment in his school in which teachers attain maximum growth
- b. To offer technical resource service in some one or more specialized fields
- c. To serve as a member of his building socialization committee
- d. To execute specific administrative duties

\* This activity is common to all professional agents.

CHART I—(*Continued*)

## SPECIFIC FUNCTIONAL ACTIVITIES OF PROFESSIONAL AGENTS

SPECIALIZED  
SERVICE PERSONNEL  
—SUPERINTENDENT

- a. To serve as a member of the coöordinating council of the school system
- b. To carry out specific administrative duties
- c. To coöperate with lay boards and councils of the community which are charged with educational legislation

The variety of personnel called for in Chart I is predicated upon a district of some size. Nevertheless, a smaller unit can provide most of the services indicated by the specialization of principals and the use of the specialized personnel of community agencies. From the chart can be inferred the place of the various agents in a desirable administrative organization. It should be apparent that, if the faculty of the school is the true social unit in the total educational organization, all other agents and agencies must be placed in a service relationship with the faculty of a school building or other organizational unit. Hence, the emphasis is placed upon services rather than upon controls, and the teacher is given every help and protection. Educational adjustments for individual learners and groups of learners can then be made by teachers without the many inhibiting factors which now exist.

The assumptions back of the list of purposes and the allocation of functions indicated in Chart I represent a logical consequence of the definitely stated but tentative generalizations that have been advanced with regard to direction and educational leadership. The large rôle given to consultative services is unique. This rôle is logical, nevertheless, if such a set of services is necessary to promote child growth. Too, the new rôles of the teacher and the faculty group as dominant

and dynamic agents may seem to change the functions of principals and of superintendents. Again, it must be argued that simple logic leads to such a change if the assumptions about the importance of democratic socialization are correct. In the interests of flexibility and effectiveness, overawing administration must go out the same window with the formal, information-centered curriculum.

### *The Professional Staff Operates within a Framework*

This detailed analysis deals entirely with the work of the professional staff. It should be pointed out that this staff operates within a framework. In a private school this framework would be a proprietor or a board of trustees. In a public school the board of education is the duly constituted authority. But such a board is more than an authority. It is both a policy-approving agency and an agency for social interpretation. As such it supports the professional staff and tends to mediate between the staff and the community. The board of education exercises very positive leadership in periods of conflict, breakdown, and transition. In other periods, boards of education usually exercise their leadership through delegation. The superintendent of schools is still, in most cases, both the channel of communication and the interpreter of the wishes of the board of education.

Formal delegation of power to the superintendent is disappearing in some communities. Board members, administrative officials, parents, and teachers often operate as a coöperative group and disdain formal line and staff relationships. Fixed status in these cases becomes less important. The "least" individual may express his ideas for school improvement and be heard. This trend may lead to many new patterns of group action and a new pattern of human relationships.

## GROUP POLICY-MAKING IS ESSENTIAL

Group policy-making is an essential element in democratic administration. To be most effective, such policy-making must be continuous. It must involve widespread participation of administrators, teachers, community members, and learners. Old policies consistently fail to serve as guides in an expanding world. New policies should be formed co-operatively by those who will share in their execution.

At the time of the expansion of educational administration, few people realized that democracy as applied to educational processes was of any great importance. It was thought that there were only a few individuals in the profession capable of formulating sound policies. These individuals were the administrators, supervisors, and theorists—the "wise" people of the profession. Teachers were poorly educated. The beliefs of teachers were supposed to yield to "objective" data as interpreted by these wise people. The policies based on these objective interpretations could be developed in remote laboratories if necessary.

To advocate that policies be formulated by all persons concerned with the execution of them is not to minimize the importance of science in education. Science calls for the application of intelligence to the solution of problems. Group formulation of policies merely utilizes the intelligence of more persons. It utilizes the data about learners that teachers are collecting daily as well as data gathered elsewhere. Policies resulting from the application of the group method will be utilized much more intelligently, for the group is motivated to carry out policies that it helps to develop. More than that, teachers inevitably grow in power as a result of such experiences. The competency of teachers is thereby increased.

## SPECIALIZATION OF LEADERS IS REQUIRED

Education is a complex activity. Only by imposing upon an entire faculty the total responsibility of a school can the activity be carried on efficiently. The faculty, taking cognizance of the variety, quantity, and technical nature of this responsibility, is obligated to establish an internal organization that properly meets all aspects of the total responsibility. This internal organization must provide for continuity of thinking and effective problem-solving through the use of standard research techniques, accurate record-keeping, and genuine group thinking. It must also provide for a greater specialization of personnel to ensure a faculty group possessing in the aggregate an almost infinite variety of competencies.

It is especially important that the classroom teacher become more and more of a specialist in problems pertaining to the growth and development of children and young people. Since the classroom teacher cannot hope to possess all the competencies needed to ensure the well-rounded development of all the members of his group, other specialists should be available to supplement his own abilities. This means that the classroom teacher must be broadly educated and skilled in making wise use of other personnel.

If it is considered important that the classroom teacher be a specialist, it is only reasonable that he be encouraged to develop qualities of leadership that will allow him to make the maximum use of his special abilities. Leadership should be the function of every teacher in a school. Each teacher should be regarded as having within himself a potentiality both for leadership and for service tending to express itself alternately and concurrently as the situation may indicate. The atmosphere of the democratic school should be such as

to encourage the teacher to exert leadership confidently and as needed. Only such leadership, expressed in this way, is truly democratic and creative.)

An administrative procedure that involves in policy-making those most concerned with classroom leadership cures many of the present maladjustments in education by a single stroke.

Development of leadership and specialization on the part of the classroom teacher does not mean that other specialists who have been offering leadership will no longer be needed. The need for leadership is so great that the present personnel in such groups as general supervisors, directors of instruction, and supervisors and teachers of "special" subjects will be much in demand regardless of the patterns of leadership service. The placing of the classroom teacher in the rôle of coördinator of the experiences of the children in his group does mean that more attention must be given to improving the relationships among all those who serve a group of children. Relationships between service agents and children must also be studied in each school system.

#### *Educational Supervision Is Reorienting Itself*

Educational supervision has had an interesting evolution. Kyte<sup>1</sup> points out that supervision in its earliest stages was concerned with improvement of teachers in service. He then goes on to show how supervision went through a period of concern over administrative detail, working for standardization and efficiency. Finally the cycle was completed and improvement of instruction was once more receiving major emphasis. Meanwhile conditions had changed. Whereas writers in the 'twenties and earlier stressed time and again the lack of preparation of teachers and the need for supervision to

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<sup>1</sup> George C. Kyte, *How to Supervise* (Boston, Houghton Mifflin Co., 1930).

overcome this lack, later writers have been able to show a great change in this regard.

In a recent publication we find this statement:<sup>1</sup>

In the past, our elementary schools were staffed largely by unskilled and semi-skilled workers who remained in teaching for only a brief period. They had to be supervised and directed, cajoled and coerced, rated and inspected by supervisors. We are now entering a period in which classroom teaching approaches a professional level and in which each teacher is an expert in his own field of work. Supervisory policies and practices must take account of this new situation.

Regardless of what it was hoped would be accomplished by installing individuals to "supervise, direct, cajole, coerce, rate, and inspect" the teachers of a former day, it is readily seen today that confusion, distrust, formalism, and standardization are the usual results of external controls. It is doubtful if such methods ever secured any other results.

But all that is now past. The question today is, "How may instruction best be improved?" Some educators put their hope in redefining supervision so that it may become a democratic concept.

Barr, Burton, and Brueckner give the following as a modern definition of supervision: "An expert technical service primarily concerned with studying and bettering the conditions that surround learning."<sup>2</sup> And it is most significant when, shortly after, the authors point out that "the improvement of teachers is not so much a supervisory function in which the teachers participate, as a teacher function in which supervisors participate."<sup>3</sup>

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<sup>1</sup> Alonzo F. Myers, Louise M. Kifer, Ruth C. Merry, and Frances Foley, *Cooperative Supervision in the Public Schools* (New York, Prentice-Hall, 1938), pp. 127-128.

<sup>2</sup> A. S. Barr, William H. Burton, and Leo J. Brueckner, *Supervision* (New York, D. Appleton-Century Co., 1938), p. 20.

<sup>3</sup> *Ibid.*, p. 24.

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### *Consultative Services Should Replace Supervision*

Consultative service, a concept that has come out of the needs of children and of teachers, has promise; it connotes a better organization for furthering socialization and individuation among both groups. There is a tendency in schools to set up service councils of highly specialized individuals such as doctors, nurses, psychiatric social workers, and psychologists, as well as consultants in curriculum development and evaluation.

An excerpt from a bulletin of one school system shows how the concept of the service council is applied in a specific situation.<sup>1</sup>

#### FUNCTIONAL ACTIVITIES OF THE RESOURCE STAFF

✓ The superintendent shall:

1. Coördinate the activities of all professional agents to insure a unified and integrated achievement of curriculum policies.
2. Provide means whereby all professional agents are engaged continuously in the study and improvement of curriculum policies and procedures.
3. Act as professional adviser to the Board of Education in the development of educational policies.
4. Assume responsibility for keeping the community continuously informed concerning the purposes, value, problems, and needs of the school system.
5. Conduct research in order that the Board of Education may, insofar as possible, base its development of policy upon factual information.
6. Assume specific responsibility through systematic visitation and individual and group conferences for curriculum co-ordination at the primary and upper school levels.

The assistant to the superintendent shall:

1. Assume responsibility for maintaining healthful and efficient school plant conditions.

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<sup>1</sup> Glencoe, Illinois, Public Schools.

Bader sees a distinct possibility that there may be important changes in the services rendered to teachers by the present supervisory group.<sup>1</sup>

It may be that existing functions, existing forms of activity, and existing organizations may need to be replaced by new forms of service to teachers, and by new forms of organization which leave behind the emphasis on authority, on spheres of influence, and upon coercion, and put in their place the higher types of coöperative endeavor. The call comes for coöperative planning at the very sources of program building, coöperation in the discovery of common problems, coöperation in the discovery of means of solution, and coöperation in the discovery of adequate criteria for the evaluation of educational experiences.

The preceding quotations indicate a desirable direction of change. The methods of functioning advocated in recent literature are in direct opposition to most of the tradition surrounding supervision. Practice is beginning to follow suit. In the country as a whole a number of supervisors are already redefining their function as a service activity. Many are struggling against great odds for they are having to overcome the effects of years of undemocratic practices on the part of a large number of supervisors. The very term *supervisor* has to many persons the ugly implications of *overseer* thinly disguised in Latin dress. The concept of supervision is not democratic.

To remedy the situation, there are two alternatives. One is to assign a new meaning to the term *supervision* and slowly to get that meaning generally accepted. The other is to discard the term altogether. The authors of this volume favor the latter course. They believe that to discard the present terminology would facilitate the change to better forms of service on the part of the present supervisory group.

<sup>1</sup> Edith M. Bader in *Rethinking Supervision*, Sixth Yearbook of the Department of Elementary School Principals (Lansing, Michigan, Michigan Education Association, 1933), p. 39.

adjustment of school to pupil and of pupil to school may be a continuously evolving process.

5. Administer a limited number of group tests considered essential to its program by the guidance staff for children at the primary level. This probably will consist of readiness tests to selected groups of children and a group intelligence test for all pupils at the second-grade level.
6. Give individual tests (such as intelligence, performance, aptitude, and the like) to pupils in the primary grades who are being especially studied by the guidance staff.
7. Study and observe children who are not making satisfactory adjustments to their school situation; these contacts will not include parent contacts.

The principals shall:

1. Assume responsibility for the administration of routine building enterprises.
2. Assume specific responsibility through visitation and individual and group conferences for curriculum coördination in each school.
3. Assist teachers with the preparation of programs and the organization of instructional groups.
4. Conduct conferences with parents upon educational and disciplinary problems.
5. Administer the achievement testing program in accordance with the policies adopted by the Service Council.
6. Be responsible for all procedures regarding promotions and retentions; present to the Service Council the essential facts regarding children for whom retention is recommended; interview parents of such children.

The remedial counselor shall:

1. Study individually the needs of all children who are failing to make satisfactory adaptations to reading by the latter half of the second grade. Upon the background of information already gathered about such children by Miss K. and Miss G., the remedial counselor will gather specific information regarding vision, hearing, etc., and will give such diagnostic reading tests and examinations as are indicated in each case. She will then advise second-grade teachers regarding the teaching methods to be used for these pupils.

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2. Assist in securing basic information necessary for the development of budgetary policies.
3. Supervise activities of school custodians.
4. Assume responsibility for use of plant facilities by community agents and agencies.
5. Organize and supervise the distribution and transportation of essential supplies and services.

The guidance counselors shall:

1. Plan and direct the guidance program which for the present shall be limited to the primary grades.
  - a. Suggest methods and record forms for gathering such facts as are considered essential to the understanding and guidance of the individual child in the school system.
  - b. Direct teachers and counselors in gathering these facts.
  - c. Make the significant facts about pupils available to teachers; help teachers to interpret and use these facts for the better adjustment of their pupils to the end that data gathered in cumulative records shall constantly function in the guidance of the individual child.
2. Assist principals and teachers in the study and treatment of individual children who are specifically referred by principals to the guidance staff because of unsatisfactory adjustments to school environments.
  - a. Make case studies of such children.
  - b. Help principals and teachers in their contacts with parents of such children.
  - c. Endeavor to spend one morning a month in each school to help teachers in their classroom treatment of such pupils.
  - d. Make direct contacts with such pupils and their parents when principals and teachers have been unable to handle the problem involved.
3. Guide teachers as a group and as individuals in improving the mental health practices in their classrooms through discussions of such questions as: freedom and discipline, adjustments of curriculum and school program to individual pupil needs, the rôle of emotion in the educative process, etc.
4. Systematically analyze the facts gathered and the results obtained in the guidance program, so that the mutual

will be no remedial groups organized above the fourth-grade level, but the remedial counselor will assist teachers in understanding and meeting needs of pupils who still present reading difficulties at these upper grade levels.

The health counselor shall:

1. Organize and supervise health examinations.
2. Make daily health inspections.
3. Make room inspections in case of epidemics.
4. Answer emergency calls.
5. Act as a curriculum resource person in her field.
6. Serve as a technical adviser to teachers, pupils, parents, and administrative agents.
7. Supervise health conditions in classrooms and school environment.
8. Make contacts with homes in matters concerning children's health.

Counselors of art, music, crafts, and physical education shall:

1. Act as curriculum resource persons in their fields.
2. Serve as technical advisers to pupils, teachers, and administrative agents.
3. Maintain their specialized contributions on a high level of efficiency to the end that the curriculum presents a well-balanced program of activities for all children.

#### THE SERVICE COUNCIL

The Service Council shall be composed of the superintendent, the principals, the guidance counselors, and the health counselor. The council will hold a regular monthly meeting and special meetings upon call by the chairman. The superintendent of schools will act as chairman of the council. The other counselors will attend these meetings on call.

The function of the Service Council shall be:

1. To coördinate the activities of all resource persons in order that duplication of effort, conflict of purposes, and overlapping of functions may be avoided.
2. To provide an agency whereby the contributions of all resource persons may be integrated and applied to the solution of problems.

2. Administer special tests of reading achievement to children who have presented reading problems at second-, third-, and fourth-grade levels. For second-grade pupils, on the basis of classroom and test achievements, decisions will be made by principals and classroom teachers, with the help of the guidance and remedial counselors, regarding which children shall be recommended to the Service Council for retention in the second grade the following autumn and which shall go on to third grade with the understanding that they enter remedial groups as soon as the school year opens. The same procedure shall be followed for pupils who are completing the third grade.
3. Be responsible for the planning and supervision of remedial groups at the third- and fourth-grade levels. These groups will be taught by the remedial assistants.
4. Help the teachers of second, third, and fourth grades in improving the methods and materials for their classroom teaching of reading. She will advise them, particularly in regard to meeting, in classrooms, the individual needs of pupils who are encountering special difficulties in learning to read. In preparing reading materials for both classroom and remedial groups, the counselor shall have the assistance of the two remedial assistants. The time-consuming nature of this kind of work is understood, however, and no considerable body of material can be gathered in any one year; such a body of material can be built up cumulatively year by year and thus become increasingly available throughout the school system.
5. Give diagnostic tests to children in the upper grades who are so far behind their groups in reading achievement that they must have individual help. The remedial counselor will supervise private tutors for these children in all cases in which parents are able to pay for this service. In instances in which parents cannot afford to pay private tutors, the remedial counselor will herself carry on a limited amount of individual tutoring. It is hoped that as this preventive program progresses there will be an almost negligible number of such pupils who have come up through the Glencoe system; there will always be, however, new pupils of this type entering from other schools.
6. Help the teachers of grades five through eight in improving their reading instruction at these grade levels. There

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3. To plan the details of an organized achievement testing program.
4. To consider and approve the cases of all pupils recommended for individual and small-group remedial service.
5. To consider the cases of all pupils definitely recommended for retention, and make decisions concerning them.
6. To consider and give final approval to all cases of children recommended for under-age admission to the kindergarten or first grade.
7. To evaluate continuously the evidences of instructional efficiency and to make proposals for the intensive study of any problem which seems to demand it.

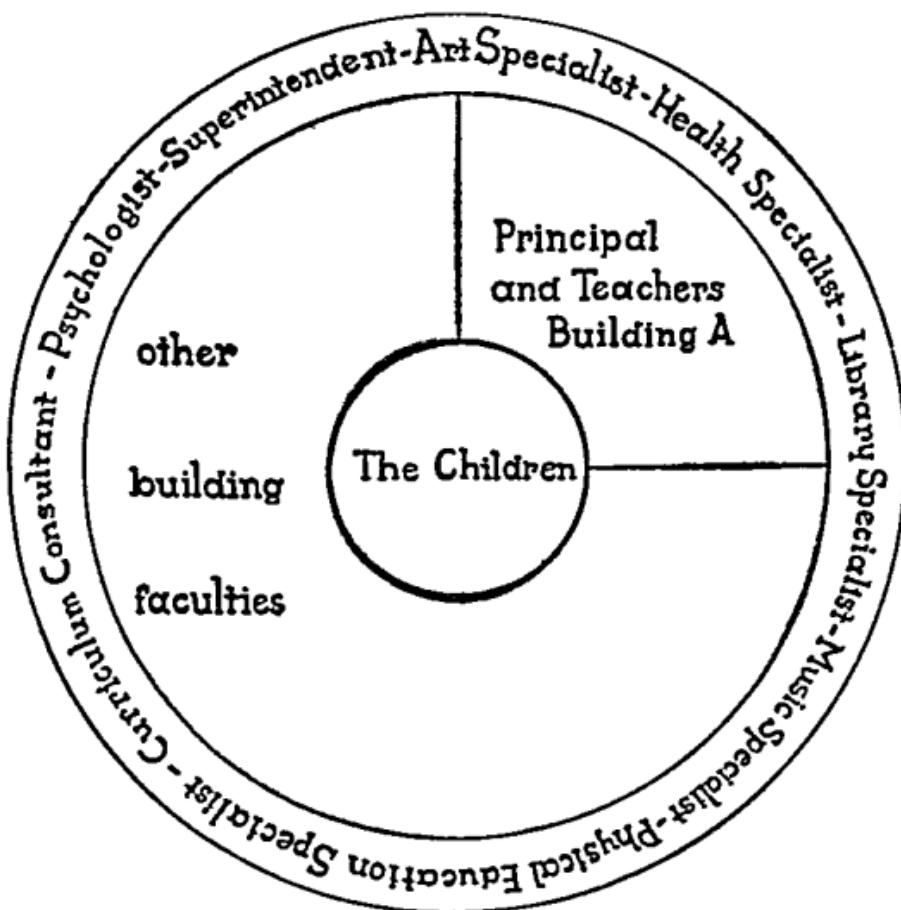
The relationships of service agents to the learners might be illustrated graphically by a diagram such as that given in Chart II. The reader will notice that the scheme provides for no hierarchy. Services are flexible and fluid, flowing to the child through the faculty group in charge.

This concept of a democratic service group is already supplanting the concept of the general supervisor and a staff of special supervisors in a few schools. One of the most useful sections in *Coöperative Supervision in the Public Schools* is that devoted to the use of special supervisors or special teachers on a consultative basis.<sup>2</sup>

#### *Teachers Evaluate Consultative Services*

Teachers who have had an opportunity to use special teachers and consultants on a service basis have good advice to offer regarding this plan of operation. The replies that a small group of elementary teachers made when asked to evaluate such services after a two-year trial are of interest in this connection. The service group being evaluated included an art teacher, a music teacher, a guidance specialist, and a curriculum consultant. References to these different individuals are scattered throughout the statements.

**CHART II**  
**RELATIONSHIP OF SERVICE AGENTS TO CHILDREN**  
**IN A DEMOCRATIC PLAN**



The following quotations will indicate what type of practices are approved by teachers.

**PRACTICES APPROVED**

1. Like to schedule time with a special teacher for a solid week or two when needed rather than an hour per week.
2. Need more suggestions of what to do.
3. A special teacher often gives more to the children than the regular teacher can. He is stimulating.

4. Pleasing way of suggesting ideas to try. Always something to suggest.
5. I appreciate being able to call upon the consultant for advice and counsel in solving problems but I would be glad to have him drop in sometimes when no special problem exists. Perhaps the everyday practices might be discussed to advantage.
6. Appreciate being able to "request" help.
7. One can gain needed, helpful, kindly counsel.
8. Should like to have more case work done.

The following quotations will show which practices are disapproved.

#### PRACTICES DISAPPROVED

1. Many times special and room activities don't click. That is as much the responsibility of the room teacher as of the special teacher.
2. Not enough time for each school.
3. Too often special teachers are forced to take over a room alone. I think they should be experts who come in to "help" regular teachers. They shouldn't have to deal with discipline problems.
4. Doesn't always come when expected—sometimes upsets our plans when we are not informed of a change of time.
5. Teacher cannot always carry out the work started by a special teacher.
6. Music people might consider that singing on the part of children is done more for enjoyment.
7. The consultant should come in more often without invitation. An invitation seems to infer something unusual.
8. Personality antagonizes many, many people. I feel he could be of more use if it weren't for the above point. He tries and is sincere but acts as though he is superior to the classroom teacher and as if the classroom teachers needn't know all the facts concerning the child.
9. We never hear the results of his work soon enough to be of value.
10. A consultant is on call as an instructor to the classroom teacher, not a person who solves all problems for the teacher.

After observing the good judgments made by these teachers, one is inclined to feel that teachers might well supervise themselves. By working democratically for teacher growth there is no end to the possibilities for improving education.

#### EFFICIENT OPERATION IS NOT INCOMPATIBLE WITH DEMOCRACY

The spreading of educational leadership and the careful definition of the functions of various professional agents are offered as an important means of making education democratic. Now the question remains, can many individuals take over educational leadership on different occasions without consequent loss of efficiency? Many persons are skeptical about the efficiency of democratic organization and control. Democracy is accepted as an ideal but is considered to be an impractical theory. The difficulty undoubtedly arises in connection with the restricted meaning which many individuals attach to the term efficiency. To many other persons it is becoming increasingly apparent that democratic control can result in a higher level of efficiency than has ever been achieved.<sup>1</sup> This kind of efficiency is dependent upon the channels for administrative control that may be established. These channels are: (1) purposeful activity; (2) planning; (3) flexibility; and (4) discipline. These channels, then, become the several basic factors of the democratic process.

#### *Purposeful Activity Develops Efficiency*

In recent years increasing emphasis has been placed upon the importance of purposing as a major factor in effective learning and acting. In organizing curriculum experiences

<sup>1</sup> The reader is referred to the discussion in Chapter 4, p. 107, of the relation of morale to output of energy.

for children, modern educators believe that persons act more intelligently when they have been given the opportunity to determine and define individual and group purposes. The emphasis throughout present-day education upon purposeful activity is one of its distinguishing characteristics. These changes have been made directly in the interests of efficiency. The efficiency of the acquisition of subject-matter and skill is judged quite largely by the extent to which this acquisition helps persons achieve significant purposes. Desirable social attitudes and ideals are developed when persons are given opportunities to understand the meanings of freedom and control in relation to the effective achievement of group purposes.

One of the most important arguments in favor of the democratic organization and control of a school system would seem to be that such control is more efficient because all agents are engaged in purposeful and meaningful activities. Too frequently school organization and administration have followed military patterns. The general staff, composed of administrators, supervisors, and other specialists, has done the purposing and planning. The privates in the ranks—teachers and pupils—have been expected to accept these ready-made purposes and plans. The inevitable result of such practice has been to create confusion, conflict, and loss of efficiency. Effective organization and control clearly require that the persons most completely affected by educational policies be permitted to participate in the purposing and planning activities.

#### *Group Planning Develops Efficiency*

Group purposing and planning will require not less but, rather, more concern for organization. Persons differ in their needs, interest, and abilities. Democratic organization must

provide opportunities within which all persons will be encouraged to participate in ways that will best serve individual and group needs. Furnishing these opportunities and co-ordinating the activities of the entire group will be a major function of democratic administration. The criterion of efficiency will be the extent to which provision has been made for a growing number of opportunities by means of which all persons participate in the formulation of group purposes and make increasingly significant contributions toward their achievement.

Democratic organization and control will achieve a higher level of efficiency because it will seek and secure a wide range of creative contributions to group planning. The effective administration of an educational program depends upon many varied and interrelated factors. The most experienced and best-equipped administrative agents cannot be expected "to know all, to hear all, to see all." Any plan of organization and control that tends to restrict and limit the potential contributions of all interested persons is only relatively an efficient plan. Efficient development of policies quite clearly demands that every source of unique contributions be employed.

#### *Flexible Administration Develops Efficiency ✓*

If the school is to be an efficient agency of social progress, provision must be made for intelligent change and adjustment. In the past there has been something of a tendency to develop and crystallize educational "plans." There is considerable danger that these plans may become ends in themselves and fail to provide the flexibility that is necessary if new and unpredictable needs are to be progressively satisfied. Democratic organization and control appear to be a means of securing more effective responsiveness to changing

they can be expected to implement the policies with infinitely greater efficiency.

As group decisions are made there will always be some individuals who are not completely in accord with the action taken by the majority. Having been given the opportunity to participate completely in the development of policies, minority groups can be expected better to accept and to understand group decisions and to contribute more effectively to their fulfilment. At the same time, democratic control will always provide adequate opportunity for minorities to continue their efforts to transform minority opinion into majority action.

It seems perfectly reasonable to assume that democratic organization and control can, with its emphasis upon group purposing, planning, and evaluating, achieve a kind of discipline that will secure results vastly superior to any that have ever been achieved by autocratic means.

Reluctance on the part of administrative agents to seek more democracy in education for the reason that coöperation and participation are less efficient than competition and regimentation is to deny any real hope for the continuance of the democratic way of life. It is entirely true that efficient democratic functioning will require vision, creative intelligence, and faith on the part of all persons involved in any enterprise. Because of the present nature of school organization, administrators must assume major responsibility for the efficient functioning of the institution. Nevertheless, all other persons—learners, teachers, and community adults—should assume proportional responsibilities if progressively efficient results are to be secured.

The right of persons to participate in the continuous planning and evaluating of educational activities implies a readiness and willingness to assume varied responsibilities.

Coöperation is essential to the efficient functioning of a democratic organization. Genuine respect for the intrinsic worth of individual personality is also a guiding principle of all democratic functioning. The student, teacher, or community adult who would be respected as a source of unique contributions must extend the same consideration to all other persons. Significant participation implies intelligence on the part of those who participate. To be intelligent about the needs of persons and of society will require consistent, critical, and continuous study and thinking.

Quite obviously the achievement of democracy in the organization and control of schools, in the development of curriculum programs that provide experiences in democratic living, and in the relationships between school and community is no small task. Few persons have had significant experiences in truly democratic living. It will be necessary that beginnings be made at whatever stage of growth individuals find themselves. The simple test of progress will be evidence that persons are living together more effectively day by day.

#### **SENTIMENTALISM MUST BE GUARDED AGAINST**

At this point a warning concerning a meaningless spread of participation seems in order. Democracy has always suffered from the sentimentalism that tends to surround an ideal that is only vaguely understood. Although democracy should have an emotional value, it should not be sentimentalized. It seems necessary, in introducing genuine democracy into the many existing democratic forms, to make specific provisions against the dissipation of effectiveness that too often characterizes group activity.

Specialization and its attendant effectiveness occupies a

central position. Coöperative internal organization is not designed primarily to enrich the lives of any one individual or group of individuals. Teachers, for instance, are not to be given chairmanships of important committees just for the sake of shared experience. Teachers differ. Individuation, as a process of teacher growth, is as much a reality as socialization. Consequently, individualization of assignments has a real place in coöperative internal organization. Assignments should be made in terms of many values. It is true that the young teacher should be given responsibilities designed to enlarge his experience. Both the young teacher and the total group have a stake in the development of specialization among both novitiates and veterans. However, at no time should the welfare of the school be subjected to the vagaries inherent in sentimental "sharing" or in mechanical leveling devices such as rotation and seniority.

### *Instruction Is a Technical Process*

In-service improvements and pre-service education of teachers should be based upon a full recognition of the technical nature of the processes by which effective programs are guaranteed. In the past, curriculums arranged for the training of specialists were planned to a great extent by college teachers of education and in terms of large administrative units. The resultant product was a helpless, spineless, opportunistic generalist. Another unfortunate development was the method frequently chosen for introducing into many classrooms improved teaching procedures that grew out of the philosophy of experimentalism and actual experimentation in a few classrooms. As a short cut for spreading these procedures rapidly, the administrative and supervisory groups were inoculated. The new procedures and the process of experimentation in a classroom were *taught* to these

groups. They in turn were expected to see to it that teachers quickly took over the new ways of doing things.

This no doubt explains why one administrator, so it is reported, announced to his teachers one Thursday that they would all begin operating "activity" programs the following Monday morning.

A better analysis of school experimentation is now available. This theory of school experimentation suggests a type of in-service education of teachers which will become more and more common in the future. The emphasis must be on long-term programs. Often there is a necessity for the basic reeducation of teachers through participation in cooperative studies before extensive experimentation is feasible. Such a step takes time.

The philosophy of experimentalism when correctly translated may be summed up in the slogan, "Every teacher an experimenter." This idea is basic in the education and improvement of teachers. School experimentation includes the employment of many administrative and scientific devices which can best be brought to the teacher by the consultant when and as needed. Moreover, there is a complete gradation of types of educational experimentation ranging from the highly technical and theoretical to the simple and naturalistic. A complete, internal organization comprehends all kinds of situations and utilizes all types of principles. Adjustments are made to individual differences of faculty members and opportunities for successful leadership are made readily available to all.

✓ In democratic educational administration, an internal organization is imperative. That organization must be cooperative and effective. Its effectiveness will be quite dependent upon clarity of purpose and the elimination of traditional procedures. Democratic socialization is submitted as a logical

directive of education and as the central factor to which leadership should be adjusted.

### IMPLICATIONS AND APPLICATIONS

#### *Illustrative Situations*

I. A college president<sup>1</sup> has developed a set of "Theses on the Internal Control of Education." He has formulated eleven concepts as follows:

1. All schools and all education must be organized and administered in harmony with the underlying principles of the democratic way of life. All controls established in such schools and other educational institutions must harmonize with principles of democratic administration.
2. Since the scientific method is basic to the improvement of democracy, the organization and administration of schools should be conducted in harmony with the method of science or the method of experience. In other words, a philosophy of experimentalism is basic to administrative theory and practice.
3. In a democracy, educational institutions must contribute to the continuous reconstruction of society through the development of new and improved knowledge concerning social procedure and through improved living on the part of those who have had the benefit of our educational facilities. The school, therefore, has a definite orientation in the direction of the democratic way of life and one of its major functions is to contribute to the improvement of that life.
4. Internal control in all schools must be determined and operated with regard for the growth and development of all connected with the institution. Thus organization and administration must serve the growth and development of the pupils, teachers, administrative officers, and persons in the community. It is in terms of such growth that the various administrative and organizational devices must be evaluated.
5. One of the major functions of educational administration is the release of creative talent on the part of individuals connected with enterprise. Thus freedom to be unique, to create, to think along new and original lines is an absolute requisite for a dynamic school.
6. Decisions concerning the educational experiences of individual children should be made by persons who are as close as possible to the child and his life. This would suggest that teachers should

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<sup>1</sup> Ernest O. Melby, President of Montana State University, Missoula, Mont.

make as many decisions as possible and that administrative officers should make as few decisions as possible, especially in those areas which have a direct bearing on the everyday life of the child.

- 7. Administrators and supervisors must view themselves as resource agents of the faculty, pupils, and people in the community, and not as persons who dominate these groups. In other words, the administrators are working for the faculty, students, and community rather than a situation in which students, faculty, and community work for the administrator.
- 8. Because of the complexity of educational problems and because of the necessity for training in group thinking and group living, it is important that as much group thinking is brought to bear upon the solution of educational problems as possible. The training of the staff in group thinking becomes one of the important responsibilities of administration.
- 9. No uninterrupted progress of education and society is possible without continued freedom for research and independent thinking. For this reason, administrative officers should be as ready to approve and reward staff members who disagree with them as they are to reward those who agree with their own points of view. This is perhaps one of the most difficult problems for administrators to solve, but it must be solved or a really creative school cannot result.
- 10. The spirit of an appropriate school in a democracy should be non-competitive and coöperative. As far as possible the behavior of administrative officers should be based on unselfishness and concerned for the welfare of others. Jealousy over the achievements of staff members is intolerable and cannot but frustrate the developments of a truly coöperative enterprise.
- 11. Individual and coöperative action must be, at all times, based on reflective thinking and proper regard for social consequences to all members concerned.

In what particulars do you agree, disagree, with Melby's theses?

In what respects do these concepts of educational leadership differ from traditional school administration?

What is your concept of the scientific method?

How can we evaluate growth and development of pupils, teachers, administrative officers and persons in the community?

II. Roosevelt School was situated on the intersection of two very busy arterial highways. In order to get to school it was necessary for the children to cross this intersection. Prompted by a serious accident, several patrons of the school requested a meeting with the superintendent. The purpose of their meeting was to prevent future accidents.

The superintendent called such a meeting. One father suggested that the Police Department be requested to supply a traffic officer during times that children might be crossing the intersection. Another person suggested that a traffic light be installed. A third citizen proposed that an underpass be built which would permit safe access to school at all times.

After much discussion the underpass was acclaimed to be the most desirable solution to the problem.

But at this point rose numerous other considerations. The superintendent explained that the school budget contained no provision for the construction of such an underpass. A member of the Woman's Club offered to solicit group and private contributions. The superintendent was appointed by the group to receive bids and to gain technical advice.

Who was *the* leader in this situation?

Democratic leadership is composed of all those who intelligently participate in a group situation. How does this differ from authoritarian leadership?

Let us suppose that the construction of this underpass was subsequently criticized by numerous individuals. If the superintendent had authoritatively ordered its construction where would the balance of proof have lain? In this situation where would the balance of proof lie? In which situation would the superintendent's case be weaker? Stronger?

At what point in this example was the need for expert advice recognized? What is the place of the expert in democratic leadership?

### *Suggested Activities*

1. Compare the characteristics of a status leader you have known such as a scout master, school teacher, class president, or a Sunday School teacher with individuals of your own social group who at times stimulated you to dynamic group action. Which person gained a more concerted response? Which individual did you most admire?
2. Recall your group experiences of the past month. In what situations did you lead your group?
3. Parents frequently assume their family leadership on the basis of parental status. In the different areas of family life—social, financial, emotional, religious, political—how could a family respect democratic leadership to gain its group ends efficiently?

### *Questions for Discussion*

1. Formal and informal teacher-rating is widely practised in American educational institutions. Is such rating, as practised, in accord with

democratic principles of growth and leadership? Could a democratic system of rating be evolved?

2. The emphasis on the faculty as a social group has raised new issues concerning the rôle of the administrator. Should teachers select or help select administrators in case of a vacancy? Should teachers select or help select new classroom teachers?
3. Leadership is becoming increasingly important in all forms of organization. Should public education in a democracy be designed to prepare a certain proportion of the oncoming generation for leadership or all of them? Is leadership an inherent or learned characteristic? Is a leader responsible for the development of new culture values?
4. Up-grading, professionalizing, standardizing, continuous improvement, democratizing, and functionalizing have all been mentioned as purposes of educational leadership and, recently, critical questions have been raised concerning each of these concepts. Do they all belong in the same category? Which concepts quarrel with the recent democratic trends of society? Which concepts affect the nature of staff organization?
5. In times of readjustment ends and means are often confused, one with the other. Is the growth of teachers an end or a means? What are dependable points of orientation? Is efficiency to be considered as more important than growth in the case of the "poorest" teacher in a given school system?
6. Members of all schools of thought have admitted that the teacher is the most important agent, lay or professional, in the school system. Does the suggested organization place more responsibility on the teacher than he can hope to assume? Does it leave the chief administrative officer with too few duties? With inappropriate duties?

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## Chapter 4

### A PLAN FOR FACULTY ORGANIZATION

To achieve democratic coöperation in education it is proposed that a *functional and participatory type of school organization* is necessary in order to permit growth in socialization on the part of all concerned. In this functional organization the essential method employed is optimum participation in socializing activities, which may be defined as the most effective possible participation of all persons concerned with a given educational activity.

In exploring new ideas there is an inherent danger that the activity may never extend beyond arm-chair philosophizing and verbalization. No matter how completely individuals may accept the point of view set forth in the first three chapters of this volume, little progress will be made in meeting the needs described unless coöperative procedures are immediately brought into play. Good intentions alone will not suffice. Desirable socialization of persons necessitates careful planning in terms of clearly recognized values. Planning involves group thinking for the purpose of integrating many points of view into an effective group attitude. Group thinking must be attended by participation of many persons in a wide range of activities if the work of a school is to be done effectively. Group thinking and acting, which require fine adjustments in human relationship, can take place only in the presence of a favorable administrative organization.

Such an administrative organization will be more functional if it assumes that the faculty is a true social unit and

the central unit in the total educational organization. The manner in which the faculty is organized for working together and for working with students and with community adults determines the nature of the participation of all three groups. Therefore in this chapter the discussion will center around a type of faculty organization that provides points of contact and coöperation with a student organization and a community organization both of which will be described in later chapters.<sup>1</sup>

#### A DEFINITE PLAN IS PROPOSED

The plan about to be described is not the only possible plan of internal organization. Organization for optimum participation will and should vary in accordance with the specialized needs of each professional group. Specific proposals for organization are presented in order to suggest the kind of planning that will be necessary to achieve the unitary objective of education—democratic socialization. Adaptations of these proposals to meet the needs of various professional groups should not be difficult.

The plan of internal organization herein described is designed to provide:

1. The active participation of all agents on a thoroughly democratic basis;
2. The means whereby the creative contributions of individual staff members may be most effectively capitalized;
3. A unity of purpose in all the activities of the professional organization in accordance with the adopted philosophy of education;
4. A continuous improvement of instructional policies and practices as opposed to spasmodic and periodic campaigns of reform;
5. An effective means of coöperative professional improve-

<sup>1</sup> Chapters 7 and 8.

ment to the end that there may be a maximum amount of understanding and growth on the part of all professional agents.

It is one virtue of the plan that the same amount of attention is placed upon the faculty as a whole as upon the various parts of the faculty organization. It will be noted that the purposes of internal organization, as stated, emphasize an all-inclusive participation and an integrated wholeness of organization. The details of the plan, on the other hand, as will be seen in later pages, are explicit concerning the parts of the organization and the functioning of these parts. Both the parts and the whole receive their direction from the concept of democratic socialization and their method of operation from the concept of growth of all individuals concerned.

#### THE UNIT OF PARTICIPATION IS THE INDIVIDUAL SCHOOL

Although some city-wide organization is necessary, experience has shown that, in normal situations, the single building represents the ideal *unit of participation*. In small localities there is no other choice. In larger communities, each school building will usually be found in the center of a distinct small community with its own peculiar needs and problems. Educational planning should be made in terms of those needs by and for the groups that are directly concerned. Therefore, the plan of functional organization that follows is designed around the single building as the unit of participation.

The plan is based upon four assumptions.

1. That teachers as a professional group, charged with important social responsibilities, should continuously study their own professional problems if the school is to function

as a dynamic social agency. The need for such study suggests the formation of a committee which is called here the *Teacher-Affairs Committee*. The essential functions of the Teacher-Affairs Committee are:

- a. Keeping faculty members informed concerning the activities of professional organizations to the end that the rights and responsibilities of all professional agents may be recognized and discharged effectively
- b. Facilitating the personal and professional growth of all agents by making available the services of specialists and the results of significant studies, reports, and writings which will help each person to become an increasingly alert, informed, and useful member of the profession and of society
- c. Promoting optimum security for teachers
- d. Providing opportunities whereby professional agents may participate in recreational and social activities which will further normal human relationships
- e. Representing the faculty in the translation of accepted policies into action

2. That a public school needs the application of intensive group thinking to the end that its activities may have unity of purpose. Opportunity for such group thinking is provided by a committee which is called here the *Curriculum-Activities Committee*. The essential functions of this committee are:
  - a. Adapting general curriculum policies for use in a given building
  - b. Organizing the learning experiences of students, including student participation in the administration of the school, and planning the use of specialists
  - c. Developing techniques of evaluating the curriculum experiences of students
  - d. Keeping curriculum records
  - e. Planning the instructional budget
  - f. Planning utilization of school plant
  - g. Planning replacements and additions to school plant
3. That real experiences must be the basis of the educative process and, therefore, that the total environment in which persons live must be recognized as the source of the most important learning experiences. This suggests the need for a committee that is called here the *Community-Relations*

*Committee.* The essential functions of the Community Relations Committee are:

- a. Facilitating the participation of all members of the community in planning, executing, and appraising educational policies and activities
- b. Planning interpretative programs and exhibits
- c. Making available objective data concerning community educational needs through the technique of the continuous community survey
- d. Coöperating with community groups in the continuous development of effective agencies and activities of adult education

4. That the activities of these basic committees must be coördinated if they are to be effective in promoting socialization. This requires the organization of a coördinating committee which is called here the *Socialization Committee*. The essential functions of the Socialization Committee are:

- a. Surveying and evaluating social life in order better to criticize the function of the school in society
- b. Interpreting results of evaluation activities in terms of the unitary objective of education—democratic socialization
- c. Determining steps, emphases, and sequences—the strategy of school administration
- d. Reviewing, coördinating, and integrating activities of students, teachers, specialists, and community groups
- e. Maintaining balance among the activities of students, teachers, and community groups

The relationships between these four committees are shown in Chart III.

Chart III, together with the foregoing discussion of recommended basic committees and their functions, puts into concrete form the general proposition that there is available an effective administrative organization. To present the proposition in this form is probably to invite the charge of ultra-specificity. However, experimentation has indicated that there is need for a tested, workable plan of organization described in all its detail. Effective internal organization

demands that provision be made for coördination and integration of activities to the end that duplications may be avoided and unity of purpose achieved. The committees indicated in Chart III—Socialization, Community Relations, Teacher Affairs, and Curriculum Activities—should be interpreted as basic agencies essentially significant in a plan of organization for optimum participation.

CHART III  
THE UNIT OF PARTICIPATION



**COMMITTEE ORGANIZATION AND OPERATION  
MUST BE DEMOCRATIC AND FUNCTIONAL**

These committees are not to be thought of as merely advisory to the principal of the school. This or any other plan of coöperative endeavor will fail unless each participating group is allowed to assume appropriate responsibilities. The desire to assume responsibility comes only with the sure knowledge that the group has full authority to make such decisions as lie within its jurisdiction and that its recommendations in matters of policy will be given full weight when considered by other participating groups or individuals. Democratic coöperation implies the development of techniques and means of procedure whereby every person be-

comes a creative participant in the planning, executing, and appraising of socially significant enterprises.

### *Committee Membership Is Important*

Insofar as possible, membership in the basic committees should be in accordance with the interests, needs, and abilities of individual staff members. In general, it is desirable to permit individuals freedom in electing the committees on which they wish to serve. In some situations it may be desirable to submit the individual elections for membership to the entire professional organization or to its representative, the Socialization Committee, for approval. The whole problem of determining who shall serve on committees is one which should be decided in terms of the needs of the community and of individual teachers. Each situation will vary so much that it is impossible to formulate exact procedures.

When the membership of the three committees—Community Relations, Teacher Affairs, and Curriculum Activities—has been determined, each group will select its own chairman. These chairmen, together with the building principal, will constitute the membership of the Socialization Committee. In addition to the chairmen and principal, technical persons—psychologists, counselors, and coördinators of instruction—will be included as advisory members of the Socialization Committee.

In most communities there is in existence a parent-teacher association or similar organization that has many interests in common with a faculty group. It is highly desirable that one member of the Community-Relations Committee serve as a voting or advisory member of the executive board of such an organization. In the same way, a member of the Teacher-Affairs Committee should work with the governing body of the local teachers' organization.

*Subcommittees Are Sometimes Needed*

The basic committees are designed to cover such broad areas of activity that it may be necessary, from time to time, for a basic committee to create temporary subcommittees to study certain problems intensively. For example, in one organization the following subcommittees have functioned in the curriculum-activities study program: visual education, evaluation, and experimental study of children's interests. The activities of the subcommittees grow out of and remain completely integrated with the functions of the basic committee. The purpose of creating subcommittees is to provide opportunity for intensive research on problems that develop from the activities of the basic committees. This tends to give the plan greater flexibility. The chief concern is to recognize that subcommittees should always be integral parts of the basic committees and not separate additions to the plan of organization.

*A Functional Organization Has Unity*

The elaboration of the essential functions of the basic committees will suggest that they have been created to cover quite completely the functional needs of organization for optimum participation. In making extensions or additions to the organization outlined, care should be exercised to protect the essential functional character. It will endanger the whole plan to create situations wherein teachers are completely satisfied by working on a low level of integration—on some departmentalized project, for example.

The precise nature of the activities of the internal organization of any school system will be determined by the relative needs as they are revealed by explorations, studies, procedures, and achievements. At the end of a school year each basic committee submits recommendations for group-study

projects to be carried on during the following year. These recommendations are reviewed by the Socialization Committee and built into a unified program. The proposals of the Socialization Committee are then submitted to the entire faculty for consideration and final approval.

It may be helpful to follow the progress of an activity carried on in one school from the initiation of the activity to its final translation into action. The problem of improving home contact reports had arisen in the Community-Relations Committee. This committee referred a plan of study to the Socialization Committee. The Socialization Committee suggested certain revisions which were accepted by the Community-Relations Committee. In its revised form the plan was presented to the entire faculty and approved. The Community-Relations Committee then proceeded to make the plan the subject of intensive study and research. Periodic reports of progress were made by the chairman of the Community-Relations Committee to the Socialization Committee. This latter committee reviewed the progress reports and made recommendations to the originating committee. When the committee's work was completed and had been approved by the Socialization Committee, it was submitted to the entire faculty for consideration and final approval. In this way policy was formed.

#### LARGER SYSTEMS MUST PROVIDE FOR COÖRDINATION OF BUILDING UNITS

Even more complex than the problem of organizing one building functionally is the problem of providing a functional organization for an entire school system. Yet there is the same need for coöordination of activities among buildings that there is for the integration of activities within a build-

ing. Although the building organization represents the unit of participation, provision must be made for interbuilding contacts and city-wide educational planning. It is desirable that teachers have the experience of participating in the administration of their building units first. As their experience increases, more and more need will be seen for sharing experiences and for coördinating activities that grow naturally out of experiences characteristic of the unit of participation.

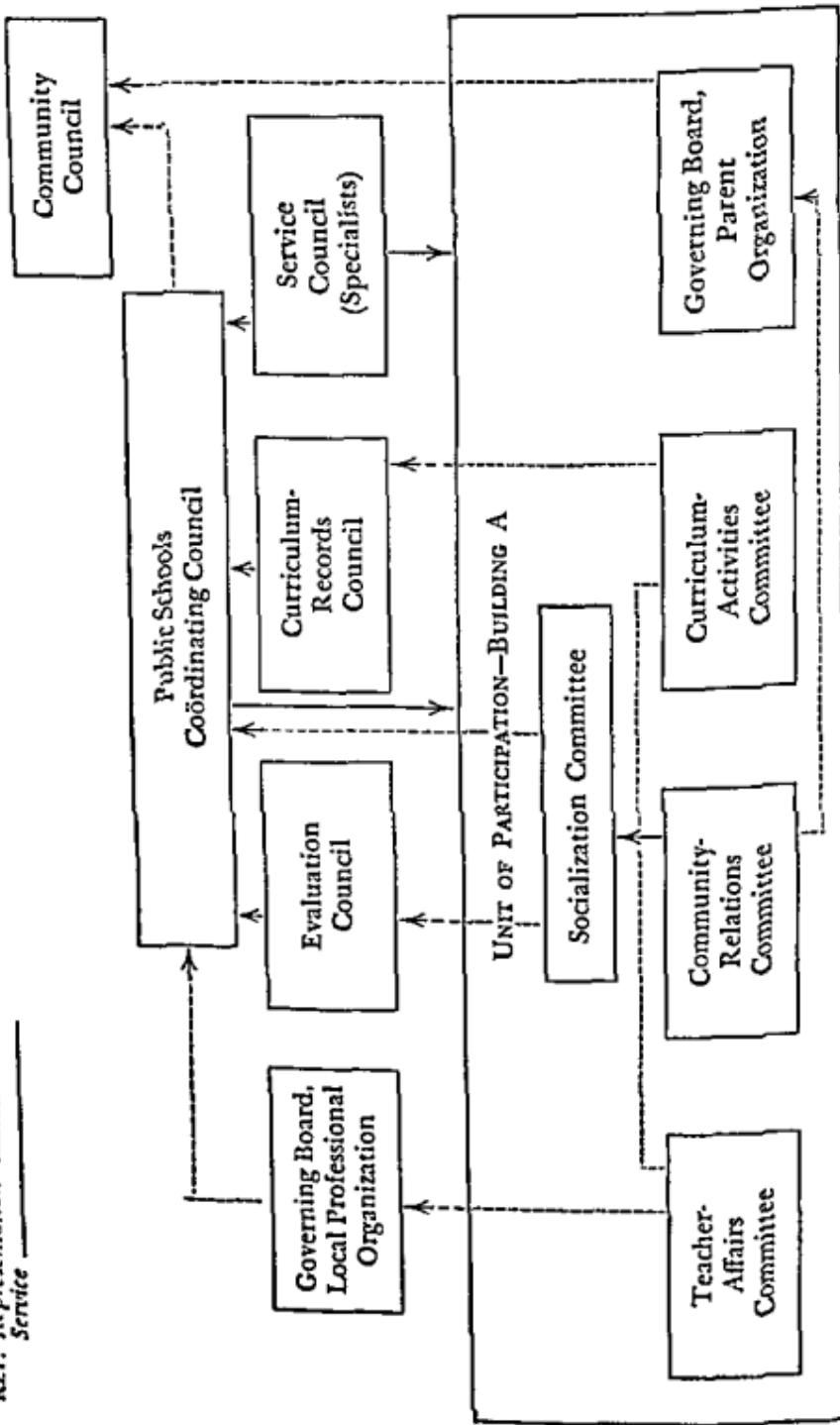
In setting up a functional organization on a city-wide basis, the same principles should be adhered to as were used in determining the proper organization for a building. There are the same groups to be served, namely, students, teachers, and community adults. But there are reasons why it is practicable to follow a slightly different pattern of organization from that which has been proposed for the unit of participation, the building.

First, it seems logical to provide a *Coördinating Council* as the central coördinating group. This council will not attempt to set up uniform curriculum practices for the city. As each building faculty seeks by democratic means to meet the needs of its own immediate community, experiences can be pooled and evaluated through the medium of the Coördinating Council. The purpose of this pooling and evaluating is the achievement on a city-wide basis of progressively better policies and practices. Thus, policies affecting the educational program of the city will have been determined by the building representatives on the Coördinating Council, acting for their units.

Second, in most urban communities there is some local professional organization of teachers with its own governing board. On the city level, then, it is unnecessary to provide a Teacher-Affairs Committee, for the functions of such a committee would be cared for by the teachers' organization.

CHART IV  
All-City Organization

Key: Representation ————— Service ——————



Third, in every community there are various social organizations that serve the needs of the community as a whole. Therefore, it is undesirable for the school to have its own Community-Relations Committee on the city level. The school should coöperate with the other social agencies of the city in all community planning. The *Community-Coöordinating Council*, to be described in Chapter 8, is a type of community organization in which the school system as a whole will be represented.

Fourth, since problems usually originate in the buildings, there is no need for a city committee to correspond exactly to the Curriculum-Activities Committee. However, the Coöordinating Council will have need of *auxiliary councils* to carry on research in designated areas. These areas are determined again by the groups to be served by an educational system. The Coöordinating Council will have need of a *Curriculum-Records Council* to keep records as a basis of future planning of curriculum activities in all buildings. It will also have need of an *Evaluation Council* to study techniques of evaluating the results secured in all parts of the school system.

Fifth, in most cities there is a staff of technical workers in the field of health, both physical and mental, and in other fields. The services of such a group also need to be coöordinated. Therefore, a *Service Council* composed of consultants and headed by the Coöordinator of Instruction is proposed. This council is to be at the service of all groups and individuals in the school system.

The relationship to the Coöordinating Council of the building units, the auxiliary councils, the governing board of the local professional organization, the Service Council, and the Community Council is shown in Chart IV.

## COUNCILS HAVE SPECIFIC FUNCTIONS

A brief interpretation of the composition and functions of the councils and other groups suggested for a city-wide plan of optimum participation will indicate the practicability of the extension of the single building organization throughout an entire city school system.

*Coördinating Council.*—The essential function of the Coördinating Council should be the integration of the activities of the several building faculties in order to provide a basis on which may be developed broad social and educational policies for the entire school system to guide the units of participation. In the exercise of this function, the Coördinating Council must respect the autonomy of each building organization to the degree that desirable *flexibility* and *opportunities for experimentation* are retained. The Coördinating Council should make assignments of research problems to the auxiliary councils and should act upon the advice of these councils. The Coördinating Council should also call upon the facilities of the Service Council.

The membership of the Coördinating Council is as follows:

1. One representative of each building-socialization committee. This representative should not be the chairman of the Socialization Committee as precautions must be taken against overloading any one individual in the system.
2. The superintendent of schools. The superintendent should not, himself, hold the chairmanship of the Coördinating Council for he would rob a teacher of an opportunity for leadership and might tend to dominate discussion. The superintendent has the same opportunity here to exercise *creative leadership* that the principal does in each building. In fact, such a council offers the superintendent a rare opportunity to meet with classroom teachers on an equal basis.

3. One representative of the governing board of the local teachers' organization.
4. One representative of each of the two auxiliary councils.
5. Members of the Service Council on call.

*Curriculum-Records Council.*—The essential function of the Curriculum-Records Council should be to keep permanent records of all curriculum activities carried on in the city in order that future planning both on the city level and on the building level may be done in terms of past experience. The importance of this activity can scarcely be overrated.

This council should be composed of one member of the Curriculum-Activities Committee in each building.

*Evaluation Council.*—The essential function of this council should be to create and seek the continuous improvement of techniques by means of which objective data may be made available to the Coördinating Council concerning the effectiveness of the school system as a dynamic social agency. For certain reasons, the Coördinating Council may wish the Evaluation Council to conduct a city-wide appraisal in one or more areas of learning experience, or a single building may wish assistance in evaluating the results obtained from a certain innovating practice. Another important function is the development of evaluation techniques consonant with new objectives. In this case, evaluation serves as a direct instructional aid.

The Evaluation Council should be composed of one member of each building Socialization Committee. This member should be an individual who has specialized or is willing to specialize in evaluation techniques and will be able to offer specific help to any group or individual having a problem in the field of evaluation.

*Service Council.*—The Service Council, as its name implies, has a service relationship only. This relationship exists not

only with the Coördinating Council but also with the auxiliary councils, with the four committees in each unit of participation, and with individual teachers.

The Service Council should be composed of all highly specialized persons giving service, including consultants, psychologists, nurses, doctors, dentists, and those principals who have some field of specialty.

*Governing Board of Local Professional Organization.*—This Board will carry out on the city level the functions of the building Teacher-Affairs Committee. The building representative on the governing board should be a member of the building Teacher-Affairs Committee.

It may be noted from Chart IV that the auxiliary councils do not represent an intermediate step between committees on the building level and the Coördinating Council. Rather, communication between the buildings and the Coördinating Council is direct, just as it is direct between the Teacher-Affairs Committee in each building and the governing board of the professional organization.

Attention should be directed again to the fact that the groups served by the basic committees are all provided for on the city level in the organization proposed in this chapter. Teachers' affairs are looked after by the governing board of the teachers' organization. Community relations are cared for through the medium of the Community Council. The two aspects of curriculum activities that are the concern of the school system as a whole are provided for in the Curriculum-Records Council and the Evaluation Council as well as in the Coördinating Council.

**CERTAIN PRINCIPLES SHOULD CONTROL  
CITY-WIDE ORGANIZATION**

Details of representation and function may differ with the local situation, but two basic principles would be observed if a city-wide organization is to be functional.

1. The Coördinating Council should be concerned primarily with coördinating the curriculum development and evaluation activities of the building committees.
2. The auxiliary councils should carry on only such highly specialized activities as are delegated to them by the Coördinating Council.

In addition to adhering to these principles in organizing the schools of a city into a coöperative whole, certain cautions should be observed. For one thing, it is sometimes better if only one administrator sits upon a council. Otherwise debate or discussion between administrators often ensues and the contributions of teachers are minimized. It should also be remembered that all basic functions of a city-wide organization are cared for by the auxiliary councils. Therefore additional committees are not necessary and to create them may well destroy the functional character of the organization. A third caution is that no lines of distinction should be drawn between the so-called levels of the school system, elementary and secondary. Problems in these two parts of the school differ only in degree, not in kind. All-city councils should be representative of both elementary and secondary teachers.

The success of a functional organization on a city-wide level depends largely upon the degree to which each building faculty is socialized and involved in democratic administration of its own unit. Therefore, the superintendent of schools has two responsibilities. First, he has a responsibility

toward the staff of principals. If some of the principals are socialized and desire to carry on coöperative administration, the superintendent should give support and encouragement in the enterprise. If some of the principals do not understand or appreciate the implications and applications of coöperative administration, the superintendent should provide many opportunities for participation in coöperative administration at the city level in order that they may learn through experience.

Second, the superintendent has an excellent opportunity to furnish the highest type of leadership in working with the Coöordinating Council so that the administration of the entire school system may become truly democratic.

#### OTHER TYPES OF ORGANIZATION ARE POSSIBLE

The internal organization described in this chapter is offered as one way of meeting the educational needs analyzed in preceding pages. Again it should be emphasized that this is not the only possible type of organization.

In Webster Groves, Missouri, experimentation with internal organization has been in progress since the early thirties. Finally an entirely new organization has evolved, "streamlined for action, but representative in nature, and employing every staff member in certain phases of the program."<sup>1</sup> There is a Representative Committee which is composed of a teacher representative and the principal from each elementary school; a teacher from the elementary division, one from the secondary division of the Negro school, together

<sup>1</sup> This description of the organization of the Webster Groves, Missouri, Public Schools is based upon material written by the following: Willard E. Goslin, Superintendent of Schools; Howard Latta, Assistant Principal of Webster Groves High School; Daisy Semple, elementary teacher; Lester Keathley, elementary teacher; and Ruth Dixon, high-school teacher.

with the principal; four teacher representatives, the principal, and two assistants from the six-year high school; an elected member from the supervisory-specialist group; the director of research; and the superintendent of schools as an ex-officio member. In addition there is one member appointed from the system at large by the superintendent. This makes a committee of twenty-two members, twelve elective, one appointive, and nine by virtue of their administrative responsibility. Each elective member serves for a period of two years with half of the elective group subject to election each year.

The personnel of the Representative Committee is divided into three councils known as the Elementary-School Council, the Douglass-School Council (Negro), and the High-School Council, to handle problems in their representative areas. It is understood that the Douglass Council will have membership in the other two councils whenever its problems are parallel to the interests and needs being discussed. The councils may increase their representation, but the additional representatives are not to become members of the Representative Committee. Each council elects its own officers and meets as frequently as it sees fit.

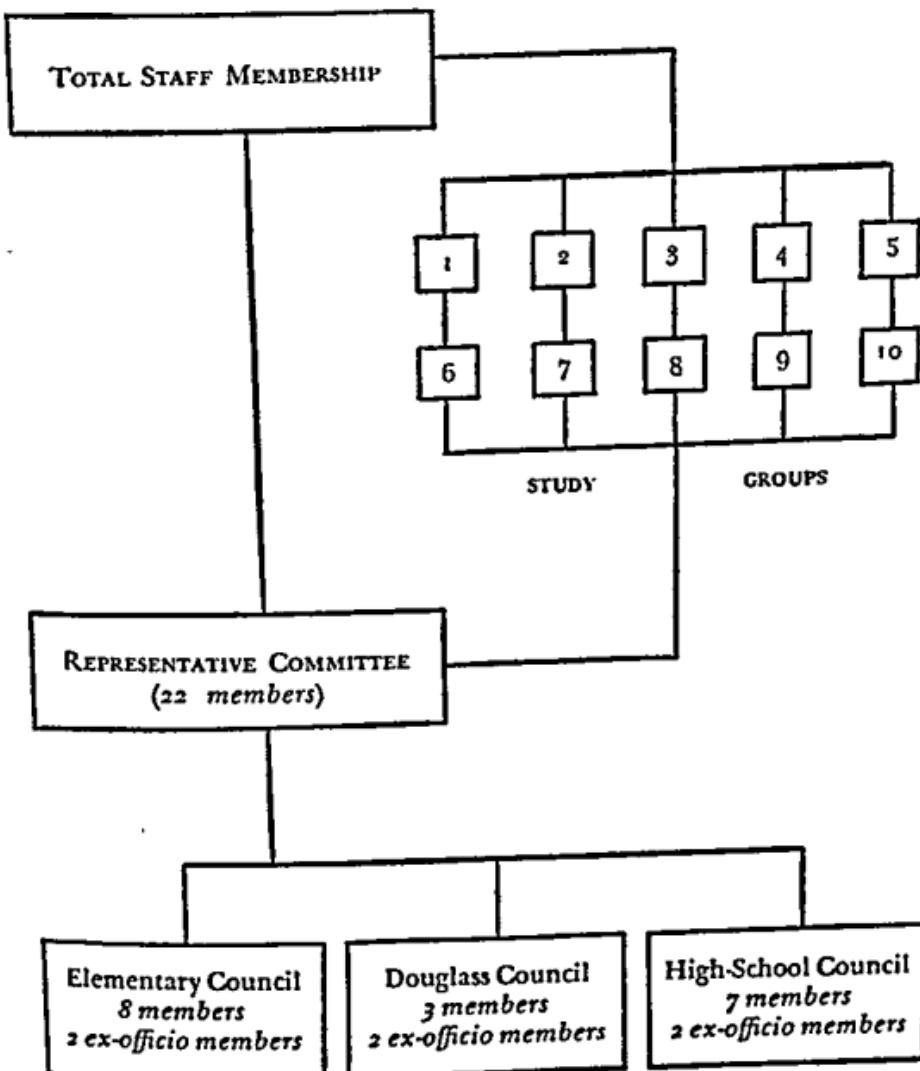
The function of the Representative Committee includes five areas, namely (1) sponsorship for a system-wide study program (teachers are organized into ten study groups); (2) leadership for solving system-wide educational problems; (3) coördination of system-wide staff activities; (4) leadership in a system-wide program of in-service training; and (5) committee of reference for individuals and groups within the system. It is felt that the fifth area is a responsibility which may develop to the point where all interests of the school system will look upon it as a group to whom problems of importance of any nature can be referred.

Chart V shows the faculty organization in Webster Groves. The Webster Groves staff feels that the close integration of personnel in the Representative Committee and the councils keeps the leadership groups well informed as to the progress and needs of each group. It also prevents overlapping and conflicting study or work programs.

#### *Typical Problems Handled by Leadership Groups*

Problems that have just been completed or are now before the leadership groups are typical. The Representative Committee has recently handled or is in the process of handling such problems as (1) the careful induction of new teachers into the school system and the community; (2) the review and suggested revision of a handbook on the special services of the school system; (3) plans to facilitate a study by the staff of the special services and their uses; (4) the building of curricular resource materials and files; and (5) recommendations for handling public solicitations and drives for charitable and character-building agencies. The Douglass-School Council has completed plans for a year's program of in-service training which provides for a combination of professional and personal growth mingled with a variety of social opportunities. It has also attempted to develop an extensive program of activities which extends the services of the school in making community improvements. The Elementary-School Council is attempting to improve upon the system of reporting and record-keeping and to make wider use of community resources. The High-School Council has revamped the schedule and program of the whole homeroom organization of the school and is laying the groundwork for a new departure in individual counseling. It should be pointed out that these leadership groups are not doing the work. They have several special teacher committees which

CHART V  
ORGANIZATION FOR PROBLEM-SOLVING  
*Webster Groves, Missouri*



serve until their given assignment is complete. The leadership groups make tentative plans and create the most flexible machinery for handling any given problem. The solution of a given problem may be developed by a small committee or by a large bloc of teachers. The results are reviewed and revised by the appropriate leadership group and if they are of system-wide interest or merit they are reviewed and revised by the staff.

The organizational scheme which the Denver, Colorado, public schools are now employing is an illustration of teachers and administration in a large city working together democratically.

Each school and its community is an autonomous unit free to seek the solution of local problems in its own unique manner. Such concerns as curriculum organization, type of report cards used, and administrative routine vary greatly among individual units. However, this local variation operates within city-wide policies as determined by the School-Policies Council.

"The School-Policies Council was officially organized on November 30, 1937. Previous to that time there had been an organization known as the Curriculum Council. It was from the Curriculum Council that the more comprehensive organization, the School-Policies Council, was developed."<sup>1</sup>

Membership of the Council includes approximately one teacher representative for every twenty-five teachers, all administrators, all principals, the president of the Denver Classroom Teachers Association, the president and secretary of the Clerks and Secretaries Association, and the president and secretary of the Association of Denver Public School Custodians.

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Proposals for consideration by the council may be offered by any member of the school staff. It may be noted by referring to Chart VI that proposals may be one of two general types, (1) curriculum proposals and (2) administrative and supervisory proposals. A particular proposal may be sent to a special committee for study before the Council acts upon it. Following adoption, proposals become statements of general policy. Individual schools in the city then interpret the policy in the light of their own needs and resources.

Two important considerations in this plan of organization stand out: curriculum and administrative proposals of policy may be submitted by any member of the school staff. The unit of participation in the larger organization is the individual school.

#### DEMOCRATIC ADMINISTRATION PRESUPPOSES THE DEVELOPMENTAL METHOD

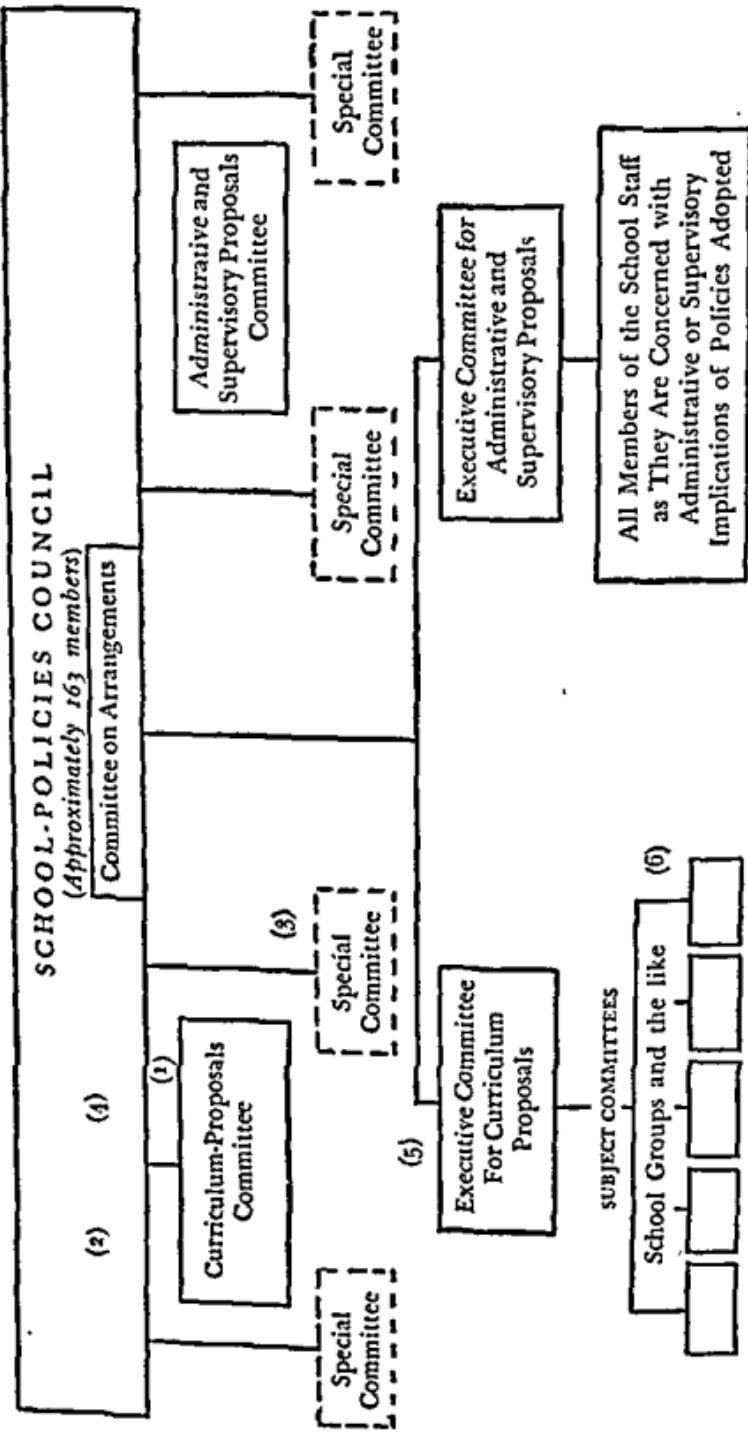
No matter what plan of organization is decided upon for a given school system, there still remains the problem of putting the plan into operation.

The administrator who wishes to make a transition to democratic administration should have several considerations in mind.

1. What approach shall he use with the staff?
2. What techniques will be needed by the group as well as by the administrator himself?
3. How can teachers share in administrative responsibility without expending an exorbitant amount of time and energy?
4. Is democracy too laboriously slow a process to get results?
5. What should be done when emergencies arise?
6. In the end will the administrator become unnecessary?

## CHART VI

### ORGANIZATION CHART OF THE SCHOOL-POLICIES COUNCIL OF DENVER PUBLIC SCHOOLS \*



\* Note.—The numbers indicate the order through which a curriculum proposal may pass from initial proposal to adoption and execution. An administrative or supervisory proposal would progress in the same manner through the committees indicated on the right-hand side of the chart.

*Approach Activities Are Varied and Numerous*

There are several ways in which the transition to democratic administration may be made. The administrator may merely announce that he is unwilling to operate in any way except one that utilizes the abilities of all the staff, and that he would like help in developing a plan. He may state that democratic administration is the only type of administration that is appropriate for an educational system in a democracy. Of course, the mere announcement will not be enough. The organization of the school will not become democratic in actual practice until the staff has had ample opportunity to try out the new procedure. The staff will have to be convinced through trial that the administrator is sincere in his pronouncement and that the new method of working together is effective. Nevertheless, announcement to the faculty that henceforth democratic procedures are the order of the day is one way to begin.

A second possible approach is frankly to discuss with the faculty the need for a reorientation of administration. Interest in such a discussion may be stimulated as it was by one superintendent. This individual, who was new to a certain school system, kept a record of all requests made of him by teachers and principals during the first month. When this evidence was presented to the staff, they saw the ridiculousness of the situation. The superintendent, who at that time knew less about the school system than almost any of the group, was being asked to pass judgment on all kinds of questions large and small. Many of the individuals requesting advice and decisions were experts in the area of their concern. It was not long before the group of teachers had worked out a plan for solving their problems co-operatively, making use of all experts in the system as the occasion demanded.

It is entirely practicable, as a third approach, to ask the staff to participate in the solution of some problem of "general control" such as planning the budget for the coming year or planning a new school building. Experience has shown that teachers who take part in the solution of such problems usually become interested in having more opportunities of that sort and eventually develop a philosophy of administration.

A fourth approach is to propose to the group that it carry on a coöperative study of some particular instructional problem that seems to be of common concern. The experience of engaging in group thinking with colleagues is a stimulating one and as a rule creates further interest.

A fifth method of interesting a faculty in democratic administration is to suggest to the group that it engage in a study of some area, giving the group an opportunity to decide what area it would like to study.

#### *Techniques of Group Thinking Are Essential*

No matter which of the foregoing approaches is utilized by an administrator, whether simple announcement or faculty study of some sort, meetings of the faculty are a necessity. Under an authoritarian régime, even the customary monthly meeting often is superfluous, but if teachers are to participate in administration, one meeting a month will be wholly inadequate. Individuals must get together in large and small groups frequently if they are to work democratically. Moreover, if meetings of teachers are to be effective, the participants must have control over necessary techniques.

Many individuals make the mistake of thinking that democracy has no techniques. They believe that a spirit of democracy is enough to ensure success. This is not true. People with the best intentions in the world have failed to achieve

results in coöperative undertakings because they were not skilled in methods of democratic coöperation.

There are tested techniques of group thinking which must be employed if faculty meetings and committee meetings are to be worth while. Group thinking is a basic technique for planning coöperative activities and for evaluating the success of those activities, processes that are continuous in any coöperative endeavor. Courtis has pointed out the function of group thinking in the attainment of democratic coöperation.<sup>1</sup>

Coöperation in *achievement* is easy. All that is necessary is to centralize direction, to secure voluntary obedience to orders, to arrange for unity and sequence of effort, and any task within the powers of the group is quickly and efficiently accomplished. Many hands make light work. Many heads, however, do *not* necessarily make for easy solution of problems.... Not until we have coöperative *determination* of group *purposes*, coöperative *planning*, coöperative *appraisal*, and coöperative *generalization* (all of which require brain power, not brawn) will true or complete coöperation be achieved.

Courtis has quite properly stressed group thinking with its emphasis upon the group's formulation of its own purposes. Such thinking is essential if the administration of a school is to be genuinely democratic. As Courtis has shown, administration is *not* democratic if the group is merely carrying out the purposes of one individual.

Group thinking is a technical and complicated process. An understanding of that process and an appreciation of the spirit and purpose that lie behind it are necessary for any kind of significant coöperative action. Therefore, it will pay large dividends in terms of future success if teachers, students, administrators, and parents will explore extensively

<sup>1</sup> S. A. Courtis, *Some Social Aspects of Coöperation*, Bulletin No. 23 (Lansing, Michigan, Michigan Education Association), p. 7.

the contributions of pioneer thinkers in the field of group thinking.<sup>1</sup>

### *Procedure for Making Group Decisions Is Described*

For the convenience of the reader, one bit of procedure for making group decisions is described here. The procedure is basic to the whole process of group thinking as it provides for orderly consideration of the suggestions of all in a group and gives full weight to minority opinion. This procedure may be considered as preliminary to the operation of the usual rules of parliamentary order. It is suggested that the following steps be taken in arriving at a group decision:

1. The chairman gathers all suggestions for solving the problem which the group can think of at the time. No discussion of any suggestion is in order until all suggestions are in the "hopper." Questions may be asked about each suggestion as it is given until the suggestion and its implications are *fully understood*. It is helpful to have suggestions recorded on a board in full view of all, as well as in the secretary's minutes.

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<sup>1</sup> The following bibliography will prove valuable to those desiring material on techniques of group thinking:

S. A. Courtis, *Coöperation* (Ann Arbor, Michigan, Brumfield and Brumfield).

S. A. Courtis, *Some Social Aspects of Coöperation*, Bulletin No. 23 (Lansing, Michigan, Michigan Education Association).

Department of Supervisors and Directors of Instruction, *Cooperation: Principles and Practices*, Eleventh Yearbook (Washington, D.C., National Education Association, 1938).

Department of Supervisors and Directors of Instruction, *Teachers and Cooperation* (Washington, D.C., National Education Association, November, 1937).

H. S. Elliott, *The Process of Group Thinking* (New York, The Association Press, 1928).

H. A. Overstreet, *A Guide to Civilized Leisure* (New York, W. W. Norton and Co., 1934).

*Program Making*, Bulletin No. 16 (Lansing, Michigan, Michigan Education Association, 1933), pp. 19-36.

The School Policies Council at Denver has found it desirable to prepare a special bulletin for teachers entitled "Group Discussion; an Instrument of Democracy."

2. After all suggestions are exhausted, full discussion of the suggestions is held. The discussion should be impersonal, a matter of weighing facts and values. In the course of the discussion, new suggestions or combinations of previous suggestions may occur to the group and these may be given at this time.
3. When, in the opinion of the group, the discussion has proceeded long enough, the chairman should call for a "straw" vote on all the suggestions to determine the feeling of the group at this point. Each member may vote for as many of the suggestions as he likes.
4. Following the straw vote, there is further discussion in which the minority is allowed to make its case and in which conflicts are harmonized.
5. Following this second period of discussion, and not until then, a motion is in order. From then on, regular rules of parliamentary order may be used.

At first glance this procedure may seem time-consuming as compared with standardized parliamentary procedure. However, as groups grow skilled in the use of such techniques for group thinking, time is actually saved. Motions that have no chance of passing are seldom made. Action seldom has to be rescinded, for decisions are made in the light of many possible solutions rather than on the basis of one idea which has gained a place on the floor and which is often "rail-roaded through" under the rules of parliamentary order. Bitterness and antagonism are usually avoided rather than promoted as they are by the techniques of debate commonly used in business meetings. Implications of a decision are usually accepted actively by the members of a group that have shared in making that decision, quite in contrast to the apathy which greets many motions made in the usual course of parliamentary procedure.

Parliamentary law promotes competitive rather than co-operative thinking. Groups following formal rules of order usually arrive at compromises with which no one is satisfied

rather than at what are sometimes called "decisions by unanimous consent." The latter is the aim of group thinking.

At this point it is important to realize what group thinking is *not*. It is not group thinking if an administrator counsels individually with teachers, students, or parents and then pools their suggestions in making a decision. When such a method is employed, the group which is ostensibly helping to make the decision is not given an opportunity to help weigh fact against fact and value against value, steps in group thinking that are essential. The very individual who gave one kind of counsel to the administrator in private might be the first to reverse that counsel could he but hear the suggestion and supporting facts offered by another individual.

### *The Small-Group Conference Plan Is Useful*

Another set of techniques which is of particular value when a large group is attempting to plan coöperatively has been called "The Small-Group Conference Plan."<sup>1</sup> This plan also may be used equally well in connection with a student government, a community organization, or a faculty planning group. Let us take the faculty organization for example.

When the Small-Group Conference Plan is applied to the functional organization suggested in this chapter, each basic committee, Curriculum Activities, Community Relations, Teacher Affairs, becomes one of the small groups in the plan. On the day set aside for committee meetings, the faculty first meets as a whole for mutual stimulation and broad definition of purposes. Then the faculty divides into small

<sup>1</sup> The Small-Group Conference Plan is described in both of the following references: *Program Making*, Bulletin No. 16 (Lansing, Michigan, Michigan Education Association, 1933), pp. 19-21; Department of Supervisors and Directors of Instruction, *Teachers and Cooperation* (Washington, D.C., National Education Association, November, 1937), pp. 27-29.

groups, the basic committees, and the major portion of the time is devoted to constructive group thinking on school problems. Finally, step three in the Small-Group Conference Plan is taken when the groups come together again for brief oral reports from the secretary of each committee. These oral reports, which should be supplemented later by written reports, serve two purposes: (1) they serve to keep each committee interested in the job of every other committee and informed as to every committee's progress; (2) they serve as a means of announcing to the faculty as a whole decisions that go into immediate effect.

The Small-Group Conference Plan may also be used within one committee when a division of labor is necessary. Through use of this plan, no part of the committee loses touch with the rest of the committee.

#### *Careful Records Should Be Kept*

Another form of procedure that is highly important to the success of group thinking is the keeping of careful records of discussion as well as of decisions. Record-keeping is the only certain guarantee that planning will be continuous and ever in terms of past thinking and experience. Keeping records insures the preservation of adopted policies and gives an opportunity for checking upon the functioning of policies. Records also afford one basis for evaluation of group progress. All in all, the practice of record-keeping is essential to a group operating on the basis of continuous policy-making.

#### **TIME AND ENERGY SHOULD BE CONSERVED**

The administrator who desires to make a transition to democratic administration must realize that teachers cannot participate in administration without at least some redistrib-

bution of effort, if not without added effort. There is a real problem involved in the total amount of attention and energy which is required in order for the teacher to carry on this enlargement of his function and its attendant responsibilities.

Experience has shown that certain teachers find themselves working harder on the coöperative enterprise than they ever did as cogs in a machine. For about 50 per cent of the teaching group this added effort is justified. Owing to many causes, this group probably has not been working up to the capacity and with the efficiency that could rightly be expected of professional persons. In other cases, however, those who are particularly conscientious and who are greatly stimulated by new challenges, drive themselves unmercifully. The whole group, which may before have complained of a weekly faculty meeting of one hour's duration, will very likely see the need for and demand much more time to discuss and plan together. If teachers are to take over a large part of educational administration—and the need for this seems imperative—it seems inevitable that they must plan to spend time on it.

Fortunately there are ways of making savings in the faculty's time and energy that are inherent in the plan of organization proposed in this volume. With careful planning, much can be done to prevent an unreasonable increase in a teacher's working hours.

There is a current tendency to think of waste quantitatively in terms of hours consumed. The more serious form of waste, from the social point of view, is the blocking or the dissipating of the energies of the individual. Certain general qualitative effects of teachers' working in a democratic set-up in themselves operate to stop waste of teacher energy. Elimination of confusion, conflict, a sense of futility, and other

inhibiting conditions, accompanied by an increase in motivation, greater capacity for creative self-expression, and effective utilization of the capacities of individuals results in a teacher who operates under less strain and who makes more confident use of his critical intelligence. Such a result cannot fail to be apparent even to a casual observer.

The best experimental evidence of the relation of morale of personnel to output of energy comes from industry. Watson has done a useful service in summarizing an account of a research program carried on from 1927 through 1930 at the Hawthorne works of the Western Electric Company, Chicago.<sup>1</sup> The conclusions as stated by Watson have many implications for education.<sup>2</sup>

Morale improved when the group participated in planning their conditions of work.

Morale rose when the atmosphere was friendly rather than autocratic.

Variety in work helped morale.

Morale was better when the group developed a team-consciousness.

Group incentives did more for morale than did individual rewards.

Morale was built more easily in groups which enjoyed being together socially than in groups too disparate in age.

Problems in morale were found to arise sometimes from personal emotional experiences quite outside the group being observed.

Other problems arose from clashes of group mores. Groups formed themselves and took on distinctive characters which needed to be understood and respected.

*Specific Methods for Saving Energy Have Been Developed*  
In addition to a general saving in energy through im-

<sup>1</sup> F. J. Roethlisberger, William J. Dickson, and Harold A. Wright, *Management and the Worker* (Cambridge, Mass., Harvard University Press, 1939).

<sup>2</sup> Goodwin Watson, "The Surprising Discovery of Morale," *Progressive Education*, XIX (January, 1942), pp. 33-41.

proved mental hygiene and efficiency, there are specific ways in which the time and energy of the teaching group can be saved and redirected. Of this list, several methods might be practicable in a given local situation.

1. Full advantage may be taken of the interests and abilities of the faculty. If individual differences are considered, each teacher will usually be carrying on the activities that are easiest or most interesting and challenging to him. Opportunities for registering preferences must be given.
2. A regular time for meetings may be scheduled. One day a week may be set aside for building meetings. A building faculty may meet as basic committees every third or fourth week in order that more problems may be considered at one time. Another day may be set aside for meetings of councils operating on the city level. Under this plan, teachers may consider themselves free to make appointments of their own on one or two days of the week.
3. The school day may be shortened once a week in order that at least part of a faculty or committee meeting may be held during school hours.
4. Substitutes may be employed occasionally to relieve teachers for committee work.
5. One after-school period a week, preferably Wednesday, may be left absolutely clear of any scheduled activity and teachers may be encouraged to follow the students out of the building on that day. If this free afternoon is used by the teacher for some recreational activity, it will have a real effect on his health, both mental and physical.
6. Tea may be served at the beginning of weekly faculty meetings or, in fact, every day directly after school before desk work begins.
7. A restful noon hour of reasonable length is another ideal way to prevent unnecessary fatigue.
8. Pleasant and convenient rest rooms are very important.
9. Since leadership is being shared, it may be that some high-priced supernumeraries can be eliminated. The savings could be used to increase the staff of classroom teachers and thus teaching loads could be lightened appreciably.
10. Special committees appointed more or less at random can be dispensed with under a functional organization.

11. With a functional organization, reorganization of curriculum content is automatic as is the administrative planning incident to putting new courses of study into operation.
12. The division of labor and responsibility that is inherent in a functional organization saves teaching time.
13. The number of new projects undertaken at one time may be limited or reduced.

Division of labor and responsibility does not work *automatically* to save time for all. Unless certain precautions are taken, the purpose of dividing into committees is defeated. The first precaution is that each committee be entrusted with the power to make certain decisions of a more or less routine character and to make recommendations relating to school policies. The faculty as a whole must be kept in touch with the work of each committee through brief oral reports and adequate written reports. It is most unfortunate, however, if all of the discussion which takes place in the committee meeting has to be repeated by the whole group. Respect for the judgment of a group that has been through a process of group thinking is essential.

In spreading responsibility, care must be taken that certain teachers are not overloaded and others deprived of opportunities for service and personal growth. When committee assignments are made, not only the factor of individual differences must be taken into account but also the factor of differences in responsibility and time which various assignments entail. It is in accordance with this principle that the suggestion is made earlier in this chapter that the chairman of a basic committee in a building should not represent the committee on a city council. It should be clearly understood that responsibility is spread in this way in order that more worth-while accomplishments may result. Such a practice is not to be confused with "sharing" responsibilities just because it "looks democratic."

## COMMON PITFALLS SHOULD BE AVOIDED

Lest those who believe in the democratic method seem to be lacking in realism, clarification of two points seems necessary. First, although it is advocated that the group should respect the recommendations of its committees, it is not advocated that the group trust the decisions of certain individuals in whose ethics it has no belief. Dependence on the thinking of the politician on a teaching staff or on the thinking of one or two cutthroat ringleaders among a teaching group is far from the course recommended here. Autocracy is autocracy whether it be practised by an administrator, a teacher, a student, or a member of the community. Dependence on the outcome of group thinking is an entirely different matter. Group-thinking techniques, properly employed, will cause the contributions of the unsocialized to appear in their proper perspective.

Second, it is not maintained with sentimental blindness that the majority is always right. Every intelligent individual has seen instances where it was unrealistic and even harmful to abide by the decisions of an uninformed, irrational majority. Of course, it is equally fallacious to assume that the minority is always wiser than the majority. If democracy is to function properly, the only hope lies in arriving at reasoned decisions based on unanimous consent, through the use at all times of the best techniques of group thinking. In fact such techniques provide for a great deal of consideration of the minority point of view, for harmonizing conflicts, and for arriving at decisions satisfactory to all. It will be found that *genuine group decisions can be trusted*. It will also be found that one can place more and more confidence in individuals who have engaged in socializing activities together. Mutual trust and respect are born out of such socializing experiences. This

trust and respect are essential if coöperative administration is to be efficient and not wasteful of time and energy.

Even though the foregoing methods are employed and others devised to save time and energy, still there are going to be some individuals, particularly those holding committee chairmanships or those acting as building representatives, who will carry heavy loads during certain years. Until schools can offer a program of undeniable value to society so that they become adequately financed, however, both administrators and teachers are going to have to work hard to achieve what they believe to be worth achieving. They must realize that, as Harris said, "this may at times require that the individual endure personal privations in order to accomplish the larger end. But the annoyance becomes a bitter-sweet."<sup>1</sup>

#### DEMOCRACY IS BASED ON THE LONG VIEW OF HUMAN DEVELOPMENT

It cannot be pointed out too often that growth is sometimes slow. It is not at all unusual for a period of three years to elapse before an individual participant shows marked growth in socialization. But although the democratic method appears to be slow, in the long run its real efficiency is demonstrated. Experience has shown that time is consumed and apparently wasted while a group is learning techniques of group thinking and action, but a period of growth is not time wasted. Once a group learns to work together, herculean tasks can be accomplished. Too, these tasks can be accomplished in less time and with less strain and energy than is now being dissipated by individuals lacking techniques for

<sup>1</sup> Pickens E. Harris in Department of Supervisors and Directors of Instruction, *Cooperation: Principles and Practices*, Eleventh Yearbook (Washington, D.C., National Education Association, 1938), p. 109.

arriving at wise decisions in a minimum amount of time.

Because the democratic method is *apparently* time-consuming, the administrator who is inspired to let his group have a try at the democratic process will over and over again be tempted to go back on his purpose and resort to autocratic methods when he wants something "done in a hurry." He may become impatient with the results individuals are getting in their first clumsy attempts to coöperate with one another; he may become discouraged with the seeming lack of growth in personal socialization that will be evidenced time and again by the more aggressive individualists and the more apathetic members of the group.

To become so impatient that he starts issuing orders will net neither the administrator nor the group any gains in socialization. The administrator who wants to demonstrate a sincere belief in democratic methods cannot afford to set these methods aside even occasionally. Instead, the administrator must content himself with gradual gains. He must remember that *the rate at which democratic organization can progress is conditioned by the learning of the group.* The building of desirable attitudes and power is more important than getting things done quickly. Nowhere is the old adage, "haste makes waste," more applicable than in the field of human relations. Democracy does function if given the proper setting and sufficient time for human beings to work out their problems. There seem to be no short cuts, either in the solving of a problem by the coöoperative method or in the socializing of individuals.

#### EMERGENCIES PRESENT HAZARDS

Some may feel anxiety that emergencies will not be cared for promptly and "efficiently" if the use of democratic tech-

niques at all times is insisted upon. Emergencies that cannot be cared for through regular democratic channels will not arise frequently if adequate planning is constantly being done by the group. Snap judgments and unwise decisions will not then be the order of the day. Administration that operates as emergencies arise will be superseded by administration that operates on policies set up in advance of emergencies.

A group that is habituated to working together in that way will expect various responsible persons to take action in case of a rare emergency. It may be a student who will need to act or it may be a teacher or an administrator. Naturally the group will expect an accounting and will evaluate the act, but every successful democratic organization must depend upon different key individuals to do what seems best for the group in the light of its policies.

#### THE ADMINISTRATOR IS A KEYNOTER

Once a school has an efficient organization for democratic living, will there still be a place for the administrator? The answer is *yes*. It is safe to say that the functions of the administrator, although they may be different, are even more important within a democratic organization. Opportunities for leadership are not decreased but are significantly enhanced.

The administrator will furnish creative leadership in those areas within which he is by training, experience, and temperament best equipped to make distinctive contributions. The very nature of the administrative activity immediately suggests some of the areas within which the administrator will make his contributions. Assuming a valid basis of selection, the administrator can be expected to be interested in the more generalized and all-inclusive phases of the edu-

tional program. In his formal preparation he will have emphasized child accounting, social interpretation, finance, buildings, administrative research, personnel management, supplies and equipment, philosophy, sociology, economics, and political science. In accordance with his interests and abilities, the administrator will not only have the right but the responsibility of furnishing leadership. The recognition of these individual rights and responsibilities does not exclude other persons from active participation whenever they are concerned.

It is appropriate for the administrator to initiate the activities that are involved in the development of a school plant program. As the person best equipped in this area he may exercise his leadership aggressively. He will prepare tentative proposals and submit them to the entire professional organization for study and suggestions. He will welcome the assistance of kindergarten teachers in planning the kindergarten units, and the assistance of science teachers in the planning of laboratories. He will incorporate the suggestions of his staff members into revised plans and resubmit them for further study as long as obvious improvements are possible and achievable.

The same democratic procedure is possible in any of the areas within which the administrator is especially equipped to furnish leadership. Many problems of conflict and misunderstanding could be solved if administrators would involve teachers in the development of budgetary policies. In so doing the administrator's opportunities for effective leadership would be extended.

#### *Administrators Vary in Interests and Abilities*

It is important to recognize that the areas within which administrators can make distinctive contributions will vary

according to the interests and abilities of individual administrators. It is conceivable that in some situations the administrator will encourage a classroom teacher to assume leadership in some of the areas of child accounting, finance, or social interpretation because the teacher demonstrates an unusual interest and equipment for such leadership. It is not important where leadership originates. It is important that it be exercised democratically and that opportunity be provided for such leadership to pass concurrently from one person to another as the needs of the immediate situation seem to demand.

Besides furnishing leadership in areas of his specialty, the administrator will be expected to coördinate the activities and contributions of all agents and agencies that influence the program of organized education, including community persons and institutions. In this phase of his work, the administrator is engaged primarily in social engineering. He works with human personalities and seeks to achieve human values. In the final analysis, efficiency must be judged in terms of the extent to which the administrator succeeds in releasing and utilizing the distinctive contributions of unique personalities and by the nature of the human values that are emphasized. Recognizing the complexity of the educative process, the wise administrator will create opportunities by means of which planning and social action are based upon the coöperative efforts of all the individuals who are in any way concerned. He will know that it is quite impossible for him alone to possess the knowledge and skill adequate to solve the complex problems with which he is faced. Motivated by the implications of true democracy, the administrator will know, further, that efficiency is achieved only when the persons who implement social policies have participated in their formulation.

Thus, it is apparent that opportunities for effective functioning of the administrative activity are increased rather than decreased by adherence to the democratic method. In discharging his responsibilities as a coördinator, the administrator achieves the control, discipline, and action that are essential to efficient administration. These results are achieved through the power inherent in group purposing and group planning and not through the arbitrary action of a dictator.

#### DEMOCRATIC ADMINISTRATION REWARDS THE ADMINISTRATOR

In spite of the cost in time and effort, any individual who has had an opportunity to participate in the democratic administration of a school can testify that the experience yielded many values both to him and to the school. The values may be listed as follows:

1. Democratic administration makes it possible for each individual to make a *distinctive contribution* to the work of the school.
2. When such a program is continued year after year, *continuous improvement* of instructional policies is made.
3. Democratic administration makes possible the *definite completion* of certain significant activities. Too often, in public education, things are started but never really finished. With a functional organization, responsibility for the completion of projects is definitely fixed.

The setting up of democratic socialization as the controlling objective of education challenges the teacher and the administrator with a total restructuring of education. This restructuring will be accomplished best through the progressive improvement of the school that will result from a faculty's reviewing its problems continuously, while making

use of good techniques of group thinking. Progress will be accelerated as teachers from their experiences develop an entirely new conception of their job, a new conception of the students, community adults, and other teachers with whom they work, and a new conception of themselves as personalities receiving satisfactions resulting from being integrated into a coöperative whole. Only individuals who have had such experiences are capable of coöperating effectively in groups of increasing size and remoteness. The administrator will find that he is experiencing parallel growth and satisfaction.

#### IMPLICATIONS AND APPLICATIONS

##### *Illustrative Situations*

I. Mr. Brown has been superintendent of schools at Smithville for the past five years. These are the contacts that he makes with the teachers as a regular practice. On the opening day of school each fall he holds a teachers' meeting. At that time he welcomes teachers old and new, cracks a few jokes, and hands to each teacher a notebook containing the rules and regulations of the system, a philosophy of education which each teacher is asked to live up to, and instructions for opening and closing a school year. During the course of the year, Mr. Brown usually calls the teachers together two or three times to make some special announcement. Twice monthly the superintendent visits each teacher to hand him his pay check and pass the time of day. Mr. Brown has been successful so far in keeping the parents from starting a parent-teacher organization.

In near-by Jonestown the superintendent is a young fellow, keenly interested in education, who was drafted from the classroom to administer the school. He likes classroom teaching, he explains, but is willing to serve where he is needed. Since many of the teachers had worked side by side with him before he became superintendent, Mr. Stone feels that it would be ridiculous for him to put on any airs. He takes his job seriously, however, and believes that, if all are to work together on a democratic basis, it should be understood by all that such a policy is being followed. Accordingly, he has explained his views on

administration to the board of education and secured their understanding and approval of a plan to share administrative responsibility with all of the staff who desire to participate. He has also explained his idea to the staff and invited each member to participate in policy-making. He has made it clear that the privilege of helping to form the policies carries with it the responsibility of standing back of these policies if they are questioned. Mr. Stone has also shown the need for the development of a common philosophy of education and of individual philosophies of teaching that are consistent with group agreements.

Jonestown is a rapidly growing community and it has been difficult to keep pace with the need for constant expansion of plant. Primary teachers and parents were called in on the solution of the problem. They worked out a plan for utilization of scattered one-room schools that had been abandoned when several school districts had been consolidated a few years before. They felt that it was better for kindergarten and first-grade children to have their schooling in these buildings close to their homes rather than to have two tiresome bus trips daily and be forced to spend a long day at the central school. Mr. Stone is proud of the thinking done on this question and has been glad to help put the recommendation into effect.

Mr. Stone is also proud of the fact that the high-school teachers have had some suggestions for better use of the principal's time. They wanted the principal to spend more time in their classrooms, helping them in various ways. Therefore, they devised a scheme for sharing some of his office duties and are now taking turns staying in the office to greet visitors and talk to students. The superintendent feels that both the teachers and the principal will thus get a better picture of the whole school and be better qualified constantly to improve it.

A third development which has been satisfying to Mr. Stone is that the teachers have worked out a salary schedule, setting not only their own annual increments but also those of the superintendent. "Incidentally," says Mr. Stone, "they made my increment larger than I would have suggested myself."

Participation of teachers in Jonestown is not a haphazard affair. An instructional council coördinates the efforts of small working committees with definite jobs. The instructional council also furnishes leadership to the entire staff in developing a common philosophy of education and in setting up goals to be accomplished. Mr. Stone also has a great deal of confidence in a

standing evaluation and survey committee formed from a cross-section of the staff. Although he believes that leaders should be chosen from the group and recognized as such during a program of work, the superintendent believes that responsibility for work to be done must be mutual.

To what extent do pressures and details of his job force Mr. Brown to be the kind of superintendent he is? Could Mr. Stone use his methods of organization in a larger situation? Did Mr. Stone have a right to go to the board of education with his plan of organization before going to the teachers with it?

II. In a city school system of some size the principal of one of the high schools had worked out with his teachers an effective plan of internal organization which was functioning well. A bulletin for parents had been published and other things accomplished. A few years later the superintendent of schools brought in a curriculum expert and soon all the teachers in the city were busily engaged on committees writing up a complicated course of study. The teachers were urged to take extension courses in connection with this project and all in all there was much city-wide activity. In fact work on the superintendent's curriculum problem overshadowed all else and the principal and teachers of the one high school were forced to forego the constructive activities connected with their building organization.

Which values in this situation were more worth preserving?

III. In Walltown, democratic administration is well established. The board of education is accustomed to the fact that all major recommendations of the superintendent are actually the recommendations of the entire staff. If there is any doubt of whether or not the staff have participated in a given instance, a board member will ask if the teachers have agreed on the proposal.

In this situation is the superintendent's position weaker or stronger than that of the average superintendent?

#### *Suggested Activities*

1. How does the distribution of functions among agencies as outlined in this chapter compare with the distribution of functions in the line and staff organization typical in American city-school systems?
2. Make a chart of the organization of some institution with which you are familiar—home, school, church, business, or local government.

3. Make a special study of group thinking techniques using the bibliography suggested on page 102.
4. Attend some meeting in which you can observe group thinking in progress. Analyze the techniques employed by the leader and by the members of the group.
5. Write a character sketch of an administrator whom you admire.

### *Questions for Discussion*

1. Autocratic practices in administration are usually characterized by a high degree of centralization, uniformity, and standardization. Does democratic administration imply less concern for careful organization than autocratic administration? If not, how do the two approaches differ?
2. Some persons fear that the rôle of administrative agents will be weakened in a democratic organization. Do you agree?
3. How does the plan of city-wide organization proposed in this chapter provide for desirable autonomy within each building unit and at the same time ensure necessary unity of purpose and action for the school system as a whole?
4. Self-discipline, or voluntary acceptance of individual and social responsibility, is completely essential for the successful functioning of any group enterprise. Can democratic administration be expected to achieve this necessary discipline?
5. Democratic administration is frequently criticized on the grounds that it does not function efficiently. How would you answer this criticism?
6. Responsibility for the development of democratic practices in our schools cannot rest solely with administrators. What are the respective responsibilities of teachers, students, administrators, and community adults?

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## Chapter 5

### THE RÔLE OF THE TEACHER IN ADMINISTRATION

The faculty of a school is the central social unit in the total educational organization. Therefore this volume is concerned largely with principles and techniques for developing a faculty so functionally organized, so skilled in democratic coöperation, and so socialized that it can effectively promote the unitary objective of education—democratic socialization. The emergence of such a faculty depends upon the establishment of the highest possible type of human relationships among administrators, teachers, students, and community adults.

The learners benefit in two ways when the human relationships of the faculty are improved. First, the learners benefit directly in their own relationships with teachers. Teachers who themselves are socialized and imbued with the spirit of democratic coöperation will treat the learners with sympathy, patience, and real understanding. They will be ready to give learners opportunities to coöperate democratically. They will endeavor to provide socializing experiences for the learners. Second, the learners will benefit indirectly from the improved community relationships which a socialized faculty will promote. Such a faculty will not only help to make the community a better place for children to grow up in, but it will also provide opportunities for the students to work coöperatively with community adults.

The rôle of the administrator in such a faculty has already

been treated at length. The rôle of the teacher in such a faculty deserves further treatment because of the extreme importance of the part he plays. It will be the purpose of this chapter, then, to describe the rôle conceived for the individual teacher in democratic administration and to outline the teacher's responsibilities when he accepts such a rôle. An attempt will be made also to evaluate the results that have been secured in some localities where teachers have been encouraged to exert educational leadership.

#### THE RELATIONSHIPS OF TEACHERS ARE OFTEN UNSATISFACTORY

First, by way of contrast, let us be sure that we understand the rôle played by teachers in all too many schools today. Let us consider what effect that rôle has upon the learners under the direction of such teachers.

John Dewey describes various personality patterns that are developed among teachers who are not given an opportunity for democratic participation.<sup>1</sup>

Where there is little power there is correspondingly little sense of positive responsibility. It is enough to do what one is told sufficiently well to escape flagrant and unfavorable notice. About larger matters a spirit of passivity is engendered. It may be added that in the case of certain temperaments a rebellious spirit develops which gets expressed whenever it has opportunity. In other temperaments there is a disposition to pass on to those who are under the immediate jurisdiction of the teacher—namely, the children—the pattern of strict subordination which they themselves have to follow. It may be a guess, but I think it is a safe guess, that the dictatorial autocratic attitude adopted by some teachers in the classroom is in some considerable measure a reflec-

<sup>1</sup> John Dewey, "Democracy and Educational Administration," *Official Report, New Orleans Convention, February 20 to 25, 1937*, of the American Association of School Administrators (Washington, D.C., National Education Association), p. 54.

tion of what they feel they suffer from. It offers a partial compensation for their own subjection. If these teachers had an opportunity to take some active part in the formation of general policies they might well be moved to be less autocratic in their own domain.

Passivity, rebelliousness, fears, frustrations—we do not have to look far to find evidence of these and other serious personality maladjustments among teachers. Familiar to all are the jealousies and the bickering, the back-biting and other types of unprofessional conduct that mark the human relations in many schools in the country today. Even if conditions are not so serious in some other schools, there is still indifference, boredom with the job, resentment of "the administration," and other signs of lack of stimulation and high purpose. Such conditions are only to be expected, for it is the most natural thing in the world that a scheme involving ruthless competition should make for selfishness and lack of ethics. Under such a scheme all are constantly on the defensive.

The report of a senior-high-school department meeting, written by one of those who participated, offers a good illustration of a defensive and destructive attitude in teachers. It happens that the report also reflects the usual lack of understanding between senior and junior high school. However, the illustration is included for the purpose of showing the social waste inherent in destructive attitudes.

#### REPORT OF A HIGH-SCHOOL DEPARTMENT MEETING

*Purpose of meeting: To even up class sizes*

##### *Discussion*

*Department Head*—What shall we do about the sizes of these classes?

*Miss A.*—Ask for another teacher.

D.H.—No use. I tried.

Miss A.—The mathematics department got Miss F. from a junior high school to take one class. Why can't we get a junior-high teacher?

D.H.—Teachers are heavily loaded there.

Miss B.—I happen to know that junior-high-school classes are much larger than ours already. Classes of 35 and 40 are not at all unusual.

Miss C.—That doesn't matter down there. They aren't preparing students for *college*. They don't teach them anything anyway. You ought to see the way they come up here unprepared.

Miss D.—Junior-high teachers don't have to work hard anyway.

Miss E.—How about Mr. G.? He has just three classes, handles the indigents, and does the visiting-teacher work.

Miss F.—Yes. Might he not better give up one of his visiting hours to relieve us?

Miss E.—If we didn't have so many students we could look after them better and Mr. G. wouldn't have so much to do.

D.H.—Do you think you would do any visiting, Miss E.?

Miss E.—No, of course not, but we know quite a bit about them anyway.

Miss A.—The commercial department is using one of us for a class. Maybe they could take it back and teach it themselves. They have lots of time. Miss H. could do it.

Miss C.—Miss H. could not. She is heavily loaded.

Miss B.—Are any of us really in a position to judge how much work other teachers have to do?

Miss C.—(who had just disagreed with Miss A. on that question)—We who have taught *up here* for a long time get to know pretty well how much each one has to do.

*Outcome*.—The teachers will carry on after the classes are evened up within the department but they do it as martyrs, feeling that they are the hardest-working individuals in the school system.

What effect do teachers with such attitudes have on the personalities of the learners who are placed under their control? Are these students likely to learn tolerance, open-mindedness, kindness, and the habit of basing judgments on facts?

Although some of the teachers quoted above are plainly lacking in socialization, the one who speaks next is out and out "rebellious," but with apparent justification. The menial rôle that this individual has had to play is clearly evident from his remarks.<sup>1</sup>

*"Mr." Teacher Speaks!*

The statement was made in your symposium (November) that the teachers should assume some part in planning the program of the entire school. Have you ever found one still in the profession who tried it?

As long as our administrators, supervisors, and principals are largely composed of women and little men who have spent years talking down to immature individuals and were then promoted to executive positions without any preparation in true democratic leadership and solely because that was the only way to increase their salary; just so long as these people insist that, to satisfy, you must teach the way they taught, scowl the way they scowl, and wear their length of skirt—just so long you will have "pernicious professional anemia."

Let us consider then a program of in-service training for supervisors and principals including courses in: "The Democratic Leadership of Mature Individuals," "How to Inspire Confidence and Loyalty on the Part of Your Staff," "This Free America and How It Got That Way," "The Life and Light of Horace Mann," "Modern Trends in Education and How to Keep up With Them," etc.

Let us devise some way of giving the down-trodden a voice that can be heard, a chance, if you please, to promote professional standards in a profession composed of free men and women. Can you have professional standards among clerks and office boys except as they are conceived by the bosses?

There can be but two reasons for low professional standards: either lack of proper personnel or poor handling and supervision of personnel.

In times like these no profession needs to accept any but the best if by open-minded and democratic leadership it can attract

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<sup>1</sup> "A Letter to the Editor," *Michigan Education Journal* (Lansing, January, 1937), p. 225.

the best. On the other hand there is little hope for a profession which sends its novices through a long process of being tied to apron strings.

—“Mr.” Teacher

Of course “Mr.” Teacher is expressing an exaggerated point of view when he doubts the existence of any administrators who will allow teacher participation in the management of the school. It is apparent, however, that nothing in this gentleman’s experience has led him to suspect their existence. He is perfectly right in being concerned over the conduct that is expected of teachers by their “superiors” in many localities. He is also correct in holding administrators responsible for a kind of leadership which would make possible a different sort of rôle for the teacher.

Surely “Mr.” Teacher could be pardoned for being critical of the principal who hands out directions for final examinations such as the following:

#### *Directions to Teachers*

1. All teachers are to have examinations. This includes classes in shop, art, and homemaking.
2. The examinations should be planned to take one hour for an average pupil.
3. Blue books should be required and pupils asked to write plainly. The use of pen and ink is optional with the teacher.
4. Pupils should place their books and papers on a table or elsewhere so that they will not use them. It is desirable to ask them to exchange blue books before the examinations begin.
5. Teachers are expected to keep hours as usual. During the time assigned, they should patrol the corridors to see that pupils do not loiter about.

It will be noted that the only instance in which the teachers of this school are allowed to use any judgment of their

own is in that of using ink. Otherwise all procedure is dictated, including the basic decision to have final examinations.

"Mr." Teacher might well be concerned, too, over the solution which one superintendent found for the problem of getting coöperation from his teachers. He merely inserted a few clauses in the contract which he asked the teachers to sign. The following excerpts from the contract are significant.

Lack of coöperation with the administrative authorities, insubordination . . . shall constitute sufficient cause for the immediate termination of this contract. . . .

It is further agreed that upon the recommendation by the Superintendent the Board of Education may deduct any percentages (not to exceed 20 per cent) of the . . . specified salary for failure . . . fully to carry out the said Superintendent's directions pertaining to school work or for failure . . . to deliver the type of teaching which the mentioned Superintendent has a right to expect.

On the other hand, "Mr." Teacher has undoubtedly never met the elementary principal who puts such notices as these on the bulletin board.

*"Orders" for October 13*

Carnival-planning meeting begins at 3:00 p. m. Please let me know the attraction you wish to work on. Also any new ideas.

Hot lunches begin Wednesday.

Any more speech correction reports?

Give any noon program suggestions such as games, attractions, and so forth to Don and Emma.

Let me know in advance when you plan your parent conferences so that I can teach your rooms.

Pay day is Friday \$\$\$\$\$\$.

How about an exhibit for the downstairs case?

The magazine *Education Digest* has arrived.

Safety Patrol captain and lieutenant will attend a city-wide safety council meeting Tuesday morning at the High School.

Merry Christmas.

Of course, a principal does not have to be facetious in order to be democratic, but it may be observed that the notice reproduced here actually represents a way of being helpful to teachers while at the same time inviting their help and suggestions. One has only to visit the schools of administrators of these two types to note the difference in staff morale and in teacher-administrator relationships.

#### DEMOCRATIC COÖPERATION CHANGES ATTITUDES

The attitudes of teachers who have had experiences in a coöperative organization offer sharp contrast to what are, by and large, the attitudes of typical teachers. Those who have watched change and growth in schools having a functional organization have seen the teachers in those schools change and grow with the organization. They have noted that those teachers were faced continually with the task of revising, rebuilding, and creating as new horizons came into view.

These observers have seen the gradual emergence of a philosophy of education coöperatively arrived at and common to the group. They have seen members of the group become increasingly dependent upon one another because of the division of responsibilities. They have seen teachers become more and more willing to entrust students with responsibilities for portions of the group welfare. They have seen mutual respect growing as the contributions of different members of the group, both teacher and student, came to be appreciated. They have seen a faculty become so absorbed with its job of social education and so imbued with the democratic spirit that there was neither time nor inclination to stand in little cliques for the purpose of anti-social gossip and useless complaint.

It was an experience with true democratic living that prompted one classroom teacher to write upon a staff information blank:

Lately I have noticed marked improvement in the school as a whole—we all seem to be behaving better and accomplishing more. I am very pleased. More faculty coöperation will do wonders.

It was the same type of experience that called forth the following expression of enthusiasm in a friendly note written by a teacher to her principal during the summer vacation:

All my waking hours are spent in resting so you see I'll be ready for this coming year. I'm quite anxious to get back "home" ...and start teaching ...there are so many grand things that have come to my mind! And I'm certainly counting on loads of help and constructive criticism from you! I really can't tell you how happy teaching there last year made me. It was quite the high light of my life—and if I possibly can I want to show my deep appreciation to you by making this coming year a really fine one!

How opposite must have been the experience of the teacher who named her summer cottage "Bored of Education!"

The individual who has experienced satisfaction with democratic coöperation can never be the same again. Never again will he want merely to be told what to do. He will become impatient with regimentation, with wastefulness of his own powers, with imposed evaluation of his work. He will miss the great drive and personal satisfaction of working closely with other human beings. And he will begin to feel that it is terribly important that others have the experience he has had, important that all members of society, the mature and the immature, learn techniques of coöperation. The techniques have been developed. They work. Any group that is patient and will give time to it can learn to do a superior

type of thinking, surpassing that which even a genius can do by himself. Labor and capital need to learn to do this together. So do many other groups in this country. Educators who have learned the coöperative way can help their students to learn and to use it. Thus a miracle in social revolution can be performed.

The teacher who is autocratic in the classroom cannot hope to accomplish any miracles in social leadership for he has had no personal social revolution. Neither can the passive teacher, who feels no sense of responsibility, hope to have much real influence with his students. If, over a period of time, the rest of the group and its leadership are consistent in their use of democratic techniques, the passive, the autocratic, and the militantly resistant individual can undergo a surprising transformation. The most individualistic persons imaginable have, after long enough exposure to the democratic method, become enthusiastic converts. They have come to speak up decisively in defense of a scheme they once berated as foolish. Instead of demanding that they be left in their classrooms and "allowed to teach" they have begun to sense the importance of teacher participation in administration. What these people did not realize at first was that they were not really qualified for the "difficult and delicate task of guiding souls"<sup>1</sup> so long as they themselves were unsocialized. It was hard for them to see the educational possibilities in student government and they looked upon its activities as interruptions of what they thought was the correct function of the school.

After a sufficient number of socializing experiences, most teachers eventually come to see things in their proper relationships and to see the part that each school activity has in

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<sup>1</sup> John Dewey, "Democracy for the Teacher," *Progressive Education*, VIII, No. 3 (March, 1931), p. 217.

socializing learners. They come to know what the entire school and community are doing for the whole child. Then, at last, they are on the way to becoming the educational leaders they should be and should always have been. As they develop insight and overview, teachers can take leadership and responsibility in areas of school administration that have hitherto been closed to them. Teachers who are motivated by the knowledge that they have a stake in the success of the whole educational enterprise may be entrusted with part of the responsibility for selecting personnel. They may be allowed to help make major decisions on the school budget. It is not a question of *what* areas teachers may safely participate in; it is a question of *how* best to provide for teachers to participate in all areas of the school, each of which, after all, has its bearing on instruction.

#### HALF-MEASURES ARE INADEQUATE

Many administrators, in trying to solve the problem of teacher participation, have relied upon certain rather popular half-measures, such as fortifying themselves with councils of "yes-men" as a sop to teachers who want real democracy in schools; allowing teachers to make suggestions but not decisions; allowing teachers to discuss only matters initiated by the administration; permitting teachers to choose a new textbook but giving them no opportunity to help plan a new building in which they will work; counseling with teachers as individuals instead of allowing them to arrive at wise group counsel through the give and take of group discussion; subjecting careful group decisions to administrative veto.

These half-measures are not adequate. They are based on an inaccurate analysis of the nature of democratic coöper-

ation. The problem of teacher participation will not be solved in this way. Administrators actually tend to develop problem teachers—individuals lacking in confidence, poise, and self-respect—when they show distrust of teachers' abilities and thwart their efforts through measures that raise hopes only to dash them down.

#### LEADERSHIP ENTAILS RESPONSIBILITIES

Optimum teacher participation is secured when each teacher assumes a position of leadership in some area of the school, no matter how small. Teacher growth is secured when each teacher is assuming the many responsibilities which a position of leadership entails. These responsibilities include: (1) responsibilities toward fellow teachers; (2) responsibility toward administrators; (3) responsibility toward learners; (4) responsibility toward community adults; (5) responsibility toward the teaching profession.

##### *Teachers Have Responsibilities Toward One Another*

Although the most aggressive individualists will eventually respond to the inherent persuasiveness of the democratic method—if they are fitted to hold educational positions at all—individual teachers can help a great deal to hurry up the process. Some teachers see quickly the implications and promises of democratic administration. It is the responsibility of the members of this group, as soon as they catch the vision, to be particularly active. They can take positions of leadership. They can help to interpret the plan to the other members of the teaching staff. They can help also by being understanding and by themselves illustrating the democratic spirit in their own methods of procedure. For the rest of the teaching group, the least that should be expected is the open-

mindedness and responsiveness they would expect of students in their own classes.

### *Teachers Have Responsibilities Toward Administrators*

Teachers should help administrators at all times to act consistently with democratic principles. If administrators occasionally seem to fall back into old patterns of behavior and show lack of faith in the coöperative way of working, teachers must point out that fact, impersonally and kindly. If the right kind of human relations have been built up in a school, it should not be difficult for teachers to make such suggestions to administrators.

### *Teachers Have Responsibilities Toward Learners*

Although the responsibility of teachers toward one another and toward administrators is important, their major responsibility is toward the learners. Teachers must assume responsibility for teaching techniques of coöperation. The desire to use these techniques and the habit of using them should also be promoted by teachers. The responsibility of teachers for setting an example to the learners by their own manner of democratic living in the classroom and in the school should not be overlooked. Hopkins attaches much importance to this function of the teacher.<sup>1</sup>

The professional education of teachers, whether pre-service or in-service, lies in aiding them to understand and use in everyday living the democratic process of coöperative interaction which is the basis for learning and teaching with their pupils. . . . Every activity in which a teacher engages, whether in or out of school, should so exemplify coöperative interaction that he becomes an expert in the use of such process in daily living. He must be so expert, in fact, that he can teach the process to the members of all other community groups and agencies.

<sup>1</sup> L. Thomas Hopkins, *Interaction: The Democratic Process* (Boston, D. C. Heath and Co., 1911), p. 14.

This is in addition to what teachers ordinarily feel is their job and it is one of the most important parts of that job.

### *Teachers Have Responsibilities Toward Community Adults*

Besides those types of responsibilities that are inherent in a teacher's rôle of leadership within the school and the educational program as more narrowly conceived, teachers have the further responsibility for being agents of interpretation of the school to the community. A correctly informed and socially motivated faculty can make for better community relations than the best hand-shaking, back-slapping administrator in the business.

Throughout a recent book, Moehlman stresses the importance of the teacher's part in an adequate program of interpretation of the school to the community and says in particular: <sup>1</sup>

The process of social interpretation is coöperative in nature, and its success is contingent on the active and intelligent participation of every institutional agent.

Although teachers are in part fulfilling their function as interpretative agents all the time that they are dealing with children, they have additional opportunities to interpret education through individual and group contacts with parents and other community adults. If a teacher has actually participated in the whole process of planning, executing, and appraising an educational program, he is confident. If he has not been made to feel inferior to a group of administrative staff members, he does not need to go to them to find out what questions he may answer and what to say in answer to questions put to him by the public. He knows about school policies through having helped to develop them. He knows

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<sup>1</sup> Arthur B. Moehlman, *Social Interpretation* (New York, D. Appleton-Century Co., 1938), p. 108.

about objectives in arithmetic because he has taken part in defining them. He does not need or want a principal to be a buffer between an irate parent and himself.

Teachers as a group also have the responsibility of guarding the interests of the children and of the community as a whole against the pressures of selfish-interest groups. A school organization that is functioning coöperatively offers this protection, for it is much more difficult for such pressure groups to "put the screws on" an entire organization, making decisions democratically, than on a superintendent who is known to be making decisions by himself.

#### *Teachers Have Responsibilities Toward the Teaching Profession*

The teaching profession can and should work for improvements in education. At present few, if any, professional organizations are attacking courageously the matter of educational improvement.

Moehlman summarizes the causes for weaknesses in professional organizations as follows:<sup>1</sup>

The method of organization, consciously imitative of corporate administrative technique in which the actual control rests with a small directing group and the professional secretariat, is too autocratic to meet the needs of the teaching profession and accounts for the dissatisfaction of the classroom teachers. There is also little real integration between the state and national organizations. The attempt to overcome lack of instructional interest by use of "administrative pressure" to secure memberships has developed cumulatively bad feeling.

Existing professional organizations have permitted two codes of ethics to operate: one for the teachers, and the other for administrators. Teachers have been forced to watch rewards follow unethical conduct on the part of administrators without having the profession take a step against it. They have seen intellectual dishonesty rewarded and faithful service penalized.

<sup>1</sup> *Ibid.*, pp. 91-92.

There has been little concerted action to arouse public opinion against injustice to individual teachers or the effects of venal political alliances of boards of education.

As Moehlman says, autocratic organization, lack of integration between state and national groups, the draining off of strength through special-interest groups, and the operation of two different codes of ethics for the administrative and the teaching group all explain the failure of professional organizations to make significant improvements in education. Still teachers are not relieved of the responsibility of taking steps to improve the situation. The very fact that professional organizations have accomplished so little with administrators in control should challenge teachers to see what they can do with the strength of their great number.

One of the strongest arguments for professional unity is advanced by the Commission on the Social Studies of the American Historical Association, which feels that "at present the organization of teachers is both incomplete and chaotic." The Commission places much hope in a strong professional organization that would be nation-wide:<sup>1</sup>

In order that the teacher may make his voice heard in a world in which power depends increasingly on organization, the entire profession of teaching, from kindergarten to college and university, should be brought into a single association organized into appropriate divisions along functional and territorial lines....

The object of such an association would be twofold; on the one hand, it would make possible the pooling of the thought and the wisdom of the profession in the formulation of educational policies—local, state, and national; and on the other, it would provide protection for the individual teacher in the exercise of his rights, the enjoyment of his privileges, and the discharge of his obligations to society.

<sup>1</sup> American Historical Association, *Conclusions and Recommendations, Report of the Commission on the Social Studies* (New York, Charles Scribner's Sons, 1934), pp. 131-132.

Although no organization now in existence meets all the standards set by the Commission for a national, unified professional association, the Educational Policies Commission has laid the groundwork of common purpose upon which professional unity could be built.<sup>1</sup>

It will be some time before the work of this group bears fruit and a strong, unified national organization is an actuality. Meanwhile, in lieu of such an organization, the greatest hope probably lies in local faculty groups operating on a democratic basis and showing their interest in the improvement of the profession and its services. Unwritten codes of ethics are lived up to in such groups. Moreover, a local group which plans and executes the curriculum coöperatively with students and community adults and which shares the responsibility for the results of adopted curriculum policies will furnish ample protection to the teachers of that locality. In the spread of groups like this lies the hope of a unified, ethical teaching profession.

**CLASSROOM-TEACHER ORGANIZATIONS  
CAN FURTHER DEMOCRATIC  
ADMINISTRATION**

The rôle of classroom-teacher organizations in democratic administration needs definition. These groups have been formed because there has seemed to be a need for them. They have come into existence because of dislocations within the profession. In many localities classroom teachers have had to organize for self-protection both from elements in the community and from administrators themselves. Because general professional organizations frequently have failed to solve

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<sup>1</sup> Educational Policies Commission, *The Purposes of Education in American Democracy*, Washington, D.C., (National Education Association, 1938).

problems relating to teacher welfare, it is natural that teachers should have tried to find strength in union. Such groups as teachers' unions have often been the only agency to which teachers have felt they could turn for protection in cases of unfair dismissal, unwarranted salary cuts, and other injustices.

With control of the general professional organizations resting largely in the hands of the administrative group, teachers have rarely felt that they could count on those organizations in time of need. This lack of confidence has resulted in some cases in militant classroom-teacher organizations whose primary purpose has been to champion teachers' rights. Instead of lessening the gap between administrators and teachers, the educational counterpart of "class consciousness" has been heightened. Differences between the two groups have been exaggerated.

In spite of the fact that the tactics employed by administrators have been an important factor in the development of teachers' unions, Ettinger was quite right when he wrote:<sup>1</sup>

...nothing can be more detrimental to our schools than the assumption that the classroom teachers constitute a laboring class, a sort of intellectual proletariat who differ both in kind and degree from supervisors and administrators who, by analogy, are classed as sort of a pedagogical capitalistic class, constituting the sworn oppressors of the teachers with whom they live and labor day by day, and from whose ranks they are chosen.

While this criticism is well founded, classroom-teacher organizations should be given credit for two definite contributions they have made to the profession. First, organizations of teachers have dared to protest against undemocratic practices in administration. Second, these organizations have often taken a rather advanced position. This has enabled the

<sup>1</sup> William L. Ettinger, "Democratized School Administration," *American School Board Journal*, LXI (November, 1920), pp. 51-55.

more conservative members of the profession to move far ahead in their thinking without seeming to make a radical change of belief.

The second type of service may be needed for some time to come. Not until each local professional group provides for consideration of the point of view of every minority group will the teaching profession as a whole give heed to a sufficient range of opinion to guarantee progress.

As for contributing to the democratization of the school, teacher organizations must take care that they do not become a barrier to progress in that direction. The present recommendation is that teachers' unions and other classroom-teacher groups work toward closing the breach between teachers and administrators instead of widening it.

#### RIGHTS ENTAIL OBLIGATIONS

When teachers accept the privilege of exercising educational leadership through participation in the administration of the school, they assume the general obligation of doing their share to maintain group discipline. They must abide by group decisions, although they are not prevented from attempting to get decisions changed. This is self-discipline, not autocratic discipline, for all concerned are guided by decisions and plans made, not by an individual, but by the group. Authority is lodged not in an administrator but in the agreements of the group. MacDonald has used an interesting device to show the relationship between the privileges of a member of a democratic group and the obligations which they entail.<sup>1</sup>

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<sup>1</sup> D. J. MacDonald, "Democracy in School Administration—Some Fundamental Principles," *American School Board Journal*, LXIII (September, 1921), pp. 31-32.

*Fundamental Rights*

To originate ideas regarding any question or problem having to do with individual or group welfare.

To pass judgment upon the ideas expressed by others, more especially those pertaining to group welfare.

To initiate reforms, to "start something" which is believed to be for the benefit of the larger group rather than of a limited few.

To propose or to promote sincerely and intelligently activities which are initiated by others until these have been finally accepted or rejected by the group.

*Fundamental Obligations*

To be competent to originate worth-while ideas, those that should command the attention of serious-minded members of the group.

To be competent to criticize constructively rather than merely destructively, to get down to fundamental principles.

To think things entirely through; to anticipate fully the consequences of initiating and promoting any movement; and to be prepared to accept gracefully the consequences of his action.

To work vigorously to get one's ideas accepted. To coöperate fully in carrying out the expressed will of the majority.

It is the fulfilment of such obligations that will remove the administrator's fear that disorganization and waste will result from allowing teachers to share in administration. Teachers should bend all their efforts to learning how to participate as members of a coöperative group. Through practice, teachers will develop the competencies which MacDonald lists as obligations, provided they make conscious efforts in that direction. Administrators should not overlook the fact that these obligations are also their obligations. They are binding on any member of a coöperative group.

In the foregoing pages, the teacher has been cast in a new

rôle. He has been described as a socialized individual coöperating with other socialized individuals to administer a school designed to produce democratically socialized students. He has been placed in the spotlight as the source of unique contributions to the group welfare; as a respected and self-respecting member of a school and community; as a sharer in responsibilities great and small connected with the functioning of the school; as a member of a strongly unified profession standing for the best education that can be provided for the children of American democracy; as an educational leader, one of a large corps of such leaders. Such is the rôle that every classroom teacher can play if the profession—including administrators and classroom teachers—is willing to pay the price of lending honest effort to learning and practising the techniques by means of which schools may become centers of successful democratic living.

#### THERE ARE VARIOUS WAYS TO EVALUATE RESULTS

Teacher growth may be evaluated in a number of ways but evaluation is worse than useless if it stops short with criticism and leads out toward no point of improvement. Teachers and administrators should constantly use evaluative techniques for purposes of personal and professional improvement. Techniques which might lend themselves to such use have been significantly lacking. The use of teacher-rating scales and careless oral criticism of teachers by "superiors" has been so widely employed that *mutual improvement* as a desirable goal seems to have been forgotten.

##### *Teachers May Rate Themselves*

In one school the Teacher-Affairs Committee and the superintendent faced this problem. Lacking precedent, they

evolved their own method of effective teacher evaluation. They developed a self-rating scale under the title, "Know Thyself." The scale called for a five-point rating of important particulars under the general headings (1) Personal-Social Development, (2) Professional Development, (3) Pupil-Teacher Relationships, (4) Counselor-Teacher-Administrator Relations, (5) Public Relations. The teacher was to rate himself on a number of items, indicating for each item his place on the scale, 1 being high and 5 being low achievement. The complete list of items developed for various sections of the instrument follows.

#### KNOW THYSELF

##### Section I—Personal-Social Development

1. I develop my outstanding qualities by looking at myself objectively.
2. I try to develop my outstanding qualities and correct my weaknesses.
3. I have a philosophy of life to which I try to adhere.
4. I break daily routine of living by doing something unusual.
5. I seek opportunity to cultivate friendships with both sexes whose occupations are different from mine.
6. I enrich my life through travel.
7. I read for recreation.
8. I am interested in hobbies.
9. I participate in physical activity.
10. I enrich my life through fine arts.
11. Religion is a part of my life.
12. I maintain good posture.
13. I have an expressive, well-modulated voice.
14. I use imagination and flair in choosing and wearing my clothes.
15. I have warmth of understanding in human relationships.
16. I am generous with sincere praise.
17. I apply the Golden Rule in my relationships with others.
18. I take time for sufficient rest and relaxation.
19. I am able to give and take in conversations that are alive.
20. I have a sense of humor.

##### Section II—Professional Development

1. I seek to improve my teaching through reading professional literature.

2. I am a contributing member of the faculty organization.
3. I am considerate of the opinions of others.
4. Having an opportunity to voice my opinions, I support the decisions and accepted policies of the majority.
5. I give deserved loyalty to my co-workers.
6. I avoid derogatory comment about pupils, parents and other members of the community, and co-workers.
7. I feel parents have confidence in me.
8. I maintain emotional stability.
9. I exchange educational experiences with fellow teachers.
10. I assist in the adjustment of new teachers.
11. I utilize opportunities for improving my professional competence through university study, membership in study groups.
12. I vary my summer experiences.
13. I fulfil routine obligations, such as making records, reports, questionnaires.
14. I am conscientious about accepting designated responsibilities in the various phases of the school organization.
15. I assume undesignated responsibilities in school management.
16. I am punctual in meeting all school appointments.
17. I help to maintain good standards of housekeeping in the building.
18. I use counselor service in accordance with our counselor philosophy.

### Section III—Pupil-Teacher Relationships

1. I provide opportunity for group planning.
2. I guide children in their plans without undue domination.
3. I encourage my children to think for themselves.
4. I establish certain routine responsibilities for such things as punctuality, wraps, dismissal, and good housekeeping.
5. My relations with children are of sincerity and rapport.
6. I provide for the individual differences of my children.
7. I admit to the children that I too can make mistakes.
8. I recognize symptoms of fatigue in the individual or in the group.
9. I encourage thoughtful evaluation and discussion on the part of the children with whom I am dealing rather than doing most of the talking myself.
10. I emphasize obedience of rules of safety and health.
11. I seek to avoid overstimulation in my daily program.
12. I welcome parent participation in my work with children.
13. I hold pupils to reasonable standards of achievement.
14. I create a learning atmosphere conducive to a feeling of security and confidence.
15. My parent conferences result in better teacher and pupil relationships.

## Section IV—Counselor-Teacher-Administrator Relations

1. I provide opportunity for group planning.
2. I guide teachers in their plans rather than dominate them.
3. I establish certain routine responsibilities such as meeting, planning, and building management.
4. My relations with teachers are of sincerity and rapport.
5. I allow for the individual differences of the teachers.
6. I admit to teachers that I too can make mistakes.
7. Teachers respect me because of my contributions to the group and not because of my status.
8. I recognize symptoms of fatigue in the individual and the group.
9. I encourage thoughtful evaluation and discussion on the part of teachers rather than doing most of the talking myself.
10. I try to avoid overstimulation for the staff.
11. I welcome parent participation in my work.
12. I help to create a happy atmosphere for the staff.
13. My parent conferences result in better relationships between home and school.

## Section V—Public Relations

1. I am actively interested in the Community Council.
2. I participate in community and civic activities.
3. I attend Parent-Teacher Association meetings and give active support to the plans of the organization.
4. I participate in the adult-education program.
5. I contribute within my means to philanthropy.
6. I seek information and discussion about social and political problems.
7. I exercise my right to vote.
8. I make parent conferences a contributing factor in my work.
9. I encourage parent-participation in school activities.
10. I make use of public and community libraries in my teaching.
11. I utilize the facilities of the area in my work with children.

Using this guide, each teacher rated himself as a personality, a citizen, and a teacher. In many cases teachers asked colleagues or acquaintances to assist in the achievement of objective results. Following this self-evaluation each teacher met with the superintendent for frank, objective discussion of himself. The discussion centered around the teacher's own reasons for his opinion. Suggestions and aids for further improvement were given by the superintendent.

The unfailing honesty of the body of teachers, both in respect to weaknesses and outstanding abilities, their ability to use criticism and suggestion constructively, and their evident high interest in this opportunity to improve themselves and their schools were noted by the superintendent as the most valuable outcomes of the experience.

Two important and unexpected results came out of use of this technique. Most teachers, in being more reasonably critical of themselves than the superintendent could have been, opened up dark areas of personality mostly known only within their own minds. In no other manner could these problems have been isolated and discussed. In numerous cases, such difficulties were recognized as causes for failure in more obvious areas. The second unexpected result was that numbers of teachers all recognized need for improvement in certain divisions of the scale. This pointed to spots in which the faculty as a whole were weak and prompted the superintendent and the committee to recommend that their weaknesses be studied.

In addition to making use of self-rating scales, administrators and teachers experimenting with democratic administration should try out various methods of measuring the changes that take place in a group as a result of their experiences. A continuous evaluation of that sort will serve as an excellent guide for future planning.

#### THERE ARE VARIOUS WAYS TO EVALUATE RESULTS

No extensive research has been done in this area, although several bits of data are available. For one thing, the reports of teacher participation given in Chapter 6 are tangible evidence that teachers, acting coöperatively, can deal success-

fully with a variety of educational problems in their administrative as well as their instructional aspects.

### *The Staff Information Blank Is One Device*

In addition to committee reports, there are several ways of measuring teacher growth in socialization. One is the staff information blank. Since the staff information blank has the further value of furnishing another means of teacher participation in educational planning, it may be well at this point briefly to examine its possibilities. The following items from the blank used at one school will make clear the nature of the device:

1. For pupils who are not placed correctly, give name, reason, and suggestion for replacement.
2. Teacher's choice for next term, in order of preference, as to subject, grade, and level.
3. Do you wish any special type of work? If so, what?
4. In what student body, extra-curricular, or social activity of the school are you especially interested?
5. What suggestions have you for the improvement of your own work?
6. What suggestions have you for the improvement of the school organization generally?

Information of this sort can, of course, be obtained through conferences with teachers and by other more or less incidental means. The virtue of the regular use of such devices as the staff information blank is that the gathering of teacher reactions is not left to chance. Individual differences among teachers in interests, stages of growth, and needs are recognized. The staff information blank makes it possible for a teacher who has had considerable experience in directing one activity to request the opportunity of working in another field where he feels he needs experience. Such a request will usually be granted if there is a real desire to promote sociali-

zation of teachers as well as of students, provided, however, that the success of the activity will not be seriously jeopardized. Democratic coöperation aims to accomplish group purposes ever more effectively. When committee assignments are agreed upon, both the group welfare and individual needs should be kept in mind lest the coöperative enterprise be reduced to the level of "sentimental sharing."

One other important virtue of the staff information blank is that it takes the attention of teachers away from their own departments and focuses it on the whole school situation, an important step in socialization of a faculty.

#### *Teacher Reactions to Group Study Afford Evidence*

A good source of evidence of the socializing value of certain group experiences of teachers is a report on faculty reactions to a coöperative study of secondary education carried on in seventy-one Michigan schools under the sponsorship of the Michigan Department of High-School Principals. Each coöperating school agreed to devote not less than five professional meetings to discussions of certain "issues of secondary education."

The questionnaire shown on the opposite page was sent to the seventy-one principals of the schools participating in the study and was returned by fifty-two of them. In addition, reports were made by the different principals on the reactions of their teachers. These are given in the following statements:<sup>1</sup>

There was a certain intellectual thrill generated in the contact of mind on mind. Our discussion gave us a new respect for each other and for our profession.

It...exerted a broadening influence on some members, in-

<sup>1</sup> Edgar G. Johnston, "An Adventure in Coöperative Thinking," *Educational Administration and Supervision*, XXIII, No. 5 (May, 1937), pp. 313-353.

## MICHIGAN COÖPERATIVE-STUDY QUESTIONNAIRE \*

| Question   | Answer |    |          |
|--|--------|----|----------|
|  | Yes    | No | Doubtful |
| 1. Has the experience developed leadership among your faculty? .....   | 46     | 2  | 1        |
| 2. Did participation increase during the series? .....   | 42     | 7  | 0        |
| 3. Did the experience tend to improve your faculty meetings? .....   | 44     | 3  | 2        |
| 4. Did the experience result in an increase of understanding among individual teachers? .....                  | 40     | 5  | 3        |
| 5. Did the experience result in an increase of understanding among the various departments? .....              | 47     | 11 | 0        |
| 6. Was there a diminution of personal misunderstanding with an accompanying tendency toward objectivity? ..... | 41     | 3  | 5        |
| 7. Was there evidence of growth in the power to isolate issues? .....  | 34     | 9  | 6        |
| 8. Was there evidence of vocabulary growth? .....  | 27     | 16 | 6        |
| 9. Was there evidence of increase in the understanding of techniques of group thinking? .....                  | 35     | 9  | 5        |
| 10. Were curriculum changes made as a result of the discussions? .....   | 18     | 29 | 2        |
| 11. Did new faculty organizations or student organizations result? .....                                       | 8      | 39 | 1        |
| 12. Did any change in time allotments result from your discussions? .....                                      | 14     | 35 | 0        |
| 13. Did desirable curricular emphasis result from the discussions? .....                                       | 42     | 4  | 3        |

\* From Edgar G. Johnston, "An Adventure in Coöoperative Thinking," *Educational Administration and Supervision*, XXIII, No. 5 (May, 1937).

creasing their understanding of and interest in departments other than their own.

We felt we were using our faculty-meeting time for something professional rather than for mere clerical details.

It centered the thought of our faculty on some of the major educational problems of today.

Since each meeting was organized by a different chairman, leadership was developed in more than one case.

It stimulated outside reading and made members conscious that some issues are in controversy.

Teachers at first seemed to feel hopeless about the situation. They would say, "What is the use of discussing it? We know what we should do, but the school cannot afford it." This attitude gradually disappeared as teachers realized that the acceptance of certain positions on the issues involved more than buying new equipment for classrooms and that much could be accomplished if the whole faculty knew what was desired and worked for the realization of the ideal.

It was hard to convince a few that practical value could result from these meetings. *The difficulty was surmounted!*

Results other than changes in attitude were reported also.

In one school a home-room system was introduced as a result of the discussion.

Another school reported an experiment with an integrated program of study for the seventh grade.

In still another a social and individual problems course was introduced for senior-high-school pupils.

Another school worked out a careful plan for progressive modification of curriculum, instruction, and procedures.

A plan for caring for the "marginal 50 per cent" was worked out in another school.

### *A Publication Record Shows Results*

Another piece of evidence of the value of coöperative administration is the production record of the faculty of one school system for a three-year period.

#### *Publications*

"A Guide for Curriculum Planning"  
"Music for Every Child"

"Organization for Democratic Participation" (A brief description of a plan of teacher participation in curriculum and administrative planning.)

"Organization for the Integration of Pupil Experiences" (A brief description of an attempt to secure greater correlation and integration through program planning in the upper elementary school.)

"Functional Organization of Resource Services" (A description of the theory and practice involved in the concept of counselor-ship.)

"Pupil-Participation in Community Activity" (One example of how upper elementary-school pupils participated in a community survey.)

"Parent-Participation in School Activity"

"Creative Arts"

"Health and Physical Education"

"Building a Community School"

"Reading"

"Guidance and Evaluation"

"The Library Program"

The full importance of this production record may be appreciated when it is realized that each publication represents the best efforts of a group of teachers working coöperatively to arrive at a statement of policy in a given area sound enough to merit the approval of the entire faculty.

#### *A Staff May Carry Out Its Own Evaluation*

Further evidence comes from an evaluation questionnaire prepared, administered, and tabulated by a committee of elementary teachers at Mt. Pleasant, Michigan, in the spring of 1941. Anonymous comments given in reply to the final item on the questionnaire will serve to show what it had meant to a staff of elementary teachers to try to operate democratically for a two-year period. The question was asked, "What is your reaction toward the Mt. Pleasant elementary set-up on the basis of your previous experience and background?" Seventeen of the group of twenty-six teachers replied to this question. All replies are quoted.

Very good.

I'm enjoying the fine attitude and relationship between teachers and principal in our building. It's wonderful not to have any professional jealousy.

We have more chance for democratic procedure and a voice in making the policies we are going by.

The set-up is much more democratic than any in which I have worked. In this set-up each teacher is made to feel that he or she has a definite part to contribute in order that the whole system may work efficiently. This feeling adds interest and enthusiasm to each individual teacher's task.

It is one of friendly coöperation with the good of the group rather than the individual in mind.

I think the set-up is excellent. It gives so much opportunity for self-expression. By so doing it dovetails rather well with our University training with practical application.

I think our principal-teacher relationship is especially fine. Teachers are not made to feel that they are working under a principal. Teacher-teacher relationship very good. Each helps the other—not striving for personal glory.

Quite free and democratic. Believe you're on the right road. I'm all for it.

Most satisfactory.

Greater unity and yet we have considerably more freedom as individuals.

The system is, comparatively, very democratic. The structure and organization are conducive to the utmost coöperation, but personalities temper the success and often tend to limit it through static and uncreative thinking and habits.

Good spirit of friendliness and coöperation.

I feel that it is an excellent set-up. There is a feeling of unity on all our policies; yet I feel free to carry out my own ideas.

I like the freedom that is allowed for teaching methods. There is, I believe, in some cases, too much of a broken-up program. The friendly attitude is good and tends for better coöperation.

Unusually splendid attitude on the part of teachers. Also unusual understanding of the principles of education—there is a more unified point of view and more tolerance of others.

It has been a perfect set-up in which to teach—the friendly attitude of every one, as well as the helpful supervision whenever it was needed or desired, has made teaching a pleasure. The free-

dom of expression here is an actuality. This year has been an improvement over last year in democratic procedure.

It is by far the most democratic set-up in which I have ever worked. The administration trusts its teachers to carry on the job without somebody directing every move, which has been the situation during much of my past experience. We, as a group, plan what we *will do* instead of being told by "the top" what we *must do*.

Undoubtedly, it would be a good idea for every administrator or leader of teachers to give teachers frequent opportunities to make a completely anonymous evaluation of this kind. Perhaps the more certain a given administrator is that such an evaluation is not needed in his case, the more need there really is for a simple check-up to ascertain the true attitudes of the teachers. It is especially important that devices to secure opinions not be "stacked." For that reason the plan followed at Mt. Pleasant, of using an instrument prepared by the teachers themselves, seems to be an excellent one.

#### *Questionnaires May Measure Growth*

An anonymous questionnaire prepared by the administration may also be used periodically to measure changes in staff attitude. Even the administrator who has reason to believe that morale is high among his staff should attempt to sound out teacher opinion at intervals to make certain that morale is not deteriorating.

Parts of one such questionnaire are reproduced here with the results obtained through its use in one school system. The questionnaire was introduced with this note to teachers:

In order to plan more intelligently for working coöperatively again next year, it seems sensible to evaluate the results of our coöperative efforts this year and the machinery and methods by which we have secured those results. Will you do your part in this evaluation by answering this questionnaire thoughtfully and honestly? We will not make progress by "kidding" ourselves. Replies are to be anonymous.

The first section of the questionnaire dealt with progress in securing the participation of teachers, pupils, and parents, and with coöperation between elementary and secondary schools. Results obtained at the end of one year and again at the end of three years of experimentation with democratic administration are given.

## SECTION I

| <i>Item</i>   | <i>Code</i>                         | <i>Results<br/>Expressed in<br/>Per Cent</i> |                       |
|---|-------------------------------------|--|-----------------------|
|   |                                     | <i>First<br/>Year</i>                        | <i>Third<br/>Year</i> |
| 1. What progress do you feel we have made to date in providing for teacher participation in planning for education in our public schools? ..... | Much ....<br>Some ....<br>None .... | 24<br>68<br>8                                | 88<br>12<br>0         |
| 2. What progress in providing for pupil participation? .....  | Much ....<br>Some ....<br>None .... | 47<br>51<br>2                                | 60<br>40<br>0         |
| 3. What progress in providing for parent participation? .....   | Much ....<br>Some ....<br>None .... | 6<br>90<br>4                                 | 22<br>78<br>0         |
| 4. What progress have we made in coöperation between elementary and high school? .....  | Much ....<br>Some ....<br>None .... | 29<br>63<br>8                                | 19<br>79<br>2         |

While it is to be assumed that not all teachers will define "much progress," "some progress," and "no progress" in quite the same way, the results obtained from Section I of the questionnaire do show some marked trends. A great deal of progress in providing for teacher participation and considerable progress as far as pupils and parents are concerned are evident. Need for study of the matter of coöperation between elementary and high school is indicated.

In a second section of the questionnaire teachers were asked to rate certain types of meetings according to usefulness to them. They were told that they might use the same rating for more than one item and were asked to use the following code:

- 1—Very useful; indispensable; stimulating
- 2—Moderately useful
- 3—Useless; boring; uninteresting

The results for four types of meetings are given.

#### SECTION II

| Item                             | Code   | Results<br>Expressed in<br>Per Cent |               |
|----------------------------------|--------|-------------------------------------|---------------|
|                                  |        | First<br>Year                       | Third<br>Year |
| Building-faculty meetings .....  | 1..... | 47                                  | 38            |
|                                  | 2..... | 53                                  | 57            |
|                                  | 3..... | 0                                   | 5             |
| Elementary-staff meetings .....  | 1..... | 50                                  | 65            |
|                                  | 2..... | 36                                  | 30            |
|                                  | 3..... | 14                                  | 5             |
| Teachers-Club meetings .....     | 1..... | 17                                  | 12            |
|                                  | 2..... | 69                                  | 67            |
|                                  | 3..... | 14                                  | 21            |
| Department meetings (H.S.) ..... | 1..... | 70                                  | 50            |
|                                  | 2..... | 22                                  | 46            |
|                                  | 3..... | 8                                   | 4             |

There is an interesting contrast in the results of Section II. While elementary-staff meetings were gaining in popularity, all others were declining somewhat.

The first section of the questionnaire dealt with progress in securing the participation of teachers, pupils, and parents, and with coöperation between elementary and secondary schools. Results obtained at the end of one year and again at the end of three years of experimentation with democratic administration are given.

## SECTION I

| Item  | Code                                | Results<br>Expressed in<br>Per Cent |               |
|---|-------------------------------------|-------------------------------------|---------------|
|   |                                     | First<br>Year                       | Third<br>Year |
| 1. What progress do you feel we have made to date in providing for teacher participation in planning for education in our public schools? ..... | Much ....<br>Some ....<br>None .... | 24<br>68<br>8                       | 88<br>12<br>0 |
| 2. What progress in providing for pupil participation? .....  | Much ....<br>Some ....<br>None .... | 47<br>51<br>2                       | 60<br>40<br>0 |
| 3. What progress in providing for parent participation? .....   | Much ....<br>Some ....<br>None .... | 6<br>90<br>4                        | 22<br>78<br>0 |
| 4. What progress have we made in coöperation between elementary and high school? .....  | Much ....<br>Some ....<br>None .... | 29<br>63<br>8                       | 19<br>79<br>2 |

While it is to be assumed that not all teachers will define "much progress," "some progress," and "no progress" in quite the same way, the results obtained from Section I of the questionnaire do show some marked trends. A great deal of progress in providing for teacher participation and considerable progress as far as pupils and parents are concerned are evident. Need for study of the matter of coöperation between elementary and high school is indicated.

The next section of the questionnaire was designed to learn the attitude of the teachers toward coöperative administration and curriculum planning. Teachers were asked to check all statements that were true for them.

## SECTION V

| Item   | Results<br>Expressed in<br>Per Cent |               |
|--|-------------------------------------|---------------|
|  | First<br>Year                       | Third<br>Year |
| Like to have an opportunity to participate in making decisions even though it calls for time to meet together .....  | 83                                  | 88            |
| Glad to share responsibility for carrying out a good educational program .....   | 91                                  | 85            |
| Like to have entire freedom to carry out program that pleases me .....   | 26                                  | 24            |
| Like to have definite guides for action worked out coöperatively and agreed on by the faculty in general with some freedom to adapt program to needs of my group ..... | 51                                  | 78            |
| Prefer to be told what to do and released from responsibility for planning with others .....   | 0                                   | 2             |

It is not easy to interpret the replies in Section V. The very wording of the items might well have caused considerable confusion. In addition to possible differences in interpretation of the meaning and implications of such concepts as "entire freedom" and "definite guides for action," it is highly probable that the teachers honestly disagreed over that controversial term *freedom*. However, a large majority of those replying do desire opportunities to participate in making decisions, "even though it calls for time to meet together," and approximately the same large majority are glad to assume the responsibility which participation entails.

Another group of questions dealt with the number and length of meetings. Teachers were asked to check all statements believed to be true.

## SECTION III

| Item   | Results<br>Expressed in<br>Per Cent |               |
|--|-------------------------------------|---------------|
|  | First<br>Year                       | Third<br>Year |
| We have met too often considering the business to be transacted .....        | 36                                  | 29            |
| We have not met often enough considering the business to be transacted ..... | 15                                  | 0             |
| The present schedule is about right .....                                    | 49                                  | 71            |
| Meetings have been too long .....  | 11                                  | 10            |
| Meetings have been too short .....   | 0                                   | 5             |
| Meetings have been about right .....   | 63                                  | 73            |

When asked concerning their attitude toward joining committees, teachers made these replies.

## SECTION IV

| Item   | Results<br>Expressed in<br>Per Cent |               |
|--|-------------------------------------|---------------|
|  | First<br>Year                       | Third<br>Year |
| Served because really interested and like committee work ..... | 82                                  | 80            |
| Served because thought it was "expected" .....                 | 18                                  | 20            |

Whereas Section III shows increasing satisfaction with the schedule of meetings, no progress has been made in convincing the doubters that committee work is voluntary.

A further question, "What is your opinion of general staff attitude and morale?" yielded these results. Teachers were asked to check all statements they believed to be true.

## SECTION VII

| Item   | Results<br>Expressed in<br>Per Cent |               |
|--|-------------------------------------|---------------|
|  | First<br>Year                       | Third<br>Year |
| There is general satisfaction with school policies, relationship of administrators to teachers, progress made this year, etc. .... | 23                                  | 66            |
| Feelings are mingled; the faculty is divided for and against the way things have gone this year.....                               | 60                                  | 32            |
| There is general dissatisfaction; teachers feel there has been too much change, etc. ....  | 19                                  | 0             |
| There is a small dissatisfied group .....  | 21                                  | 22            |
| There is a friendly feeling in general among teachers at different levels and in different buildings.                              | 79                                  | 83            |
| There is quite a bit of suspicion, jealousy, and lack of understanding among teachers .....  | 6                                   | 5             |
| There is quite a bit of doubt and uncertainty as to the direction in which we are heading and its desirability .....               | 45                                  | 24            |
| If we proceed as we have, staff morale will probably improve next year .....   | 58                                  | 59            |
| If we proceed as we have, staff morale will probably deteriorate next year .....   | 19                                  | 5             |

In a final section of the questionnaire, teachers were given an opportunity to express an opinion on "spots for possible improvement next year." In reading the results use the following code:

- 1—Satisfactory
- 2—Need for minor change
- 3—Need for major change

Even on an anonymous questionnaire, few indicate that they "prefer to be told what to do."

These were the replies to the question "What is your opinion of the methods used this year to secure better understanding between elementary and high-school levels?" Teachers were asked to check those they thought had been worth while and effective *for that purpose*.

#### SECTION VI

| Item   | Results<br>Expressed in<br>Per Cent |               |
|--|-------------------------------------|---------------|
|  | First<br>Year                       | Third<br>Year |
| Exchange of minutes of meetings .....              | 26                                  | 19            |
| Weekly <i>Bulletin</i> .....                       | 98                                  | 98            |
| Teachers-Club meetings .....                       | 40                                  | 32            |
| Teachers-Club social functions .....               | 79                                  | 63            |
| Productions for the public .....                   | 32                                  | 24            |
| Newspaper publicity .....                          | 38                                  | 15            |
| Educational conferences (state and regional) ..... | 57                                  | 24            |
| Holding meetings in various buildings.....         | 60                                  | 54            |
| Having same curriculum coördinator at both levels  | 55                                  | 66            |

In looking at the results in Section VI, one wonders why educational conferences did so much more to bring high-school and elementary teachers together the first year than the third, and why newspaper publicity and the Teachers Club were also less successful the third year. Such questions would be worth studying in a given situation if it may be assumed that it is important for teachers at different "levels" to know one another better. Some of the most effective methods employed are the simplest. It should be quite simple to schedule a meeting in an elementary building and then induce a high-school teacher to enter and perchance to look around a bit.

## SECTION VIII—(Continued)

| Item                         | Results Expressed in<br>Per Cent |                                   |                        |
|------------------------------|----------------------------------|-----------------------------------|------------------------|
|                              | Code                             | First<br>Year<br>(Begin-<br>ning) | Third<br>Year<br>(End) |
| Clerical help .....          | 1 ....                           | 29                                | 43                     |
|                              | 2 ....                           | 24                                | 33                     |
|                              | 3 ....                           | 47                                | 24                     |
| Extra-class activities ..... | 1 ....                           | 30                                | 39                     |
|                              | 2 ....                           | 40                                | 36                     |
|                              | 3 ....                           | 30                                | 25                     |
| Sanitation of building ..... | 1 ....                           | 35                                | 42                     |
|                              | 2 ....                           | 42                                | 45                     |
|                              | 3 ....                           | 23                                | 13                     |
| Salary schedule .....        | 1 ....                           | 27                                | 80                     |
|                              | 2 ....                           | 50                                | 20                     |
|                              | 3 ....                           | 23                                | 0                      |
| Teacher load .....           | 1 ....                           | 48                                | 43                     |
|                              | 2 ....                           | 32                                | 49                     |
|                              | 3 ....                           | 20                                | 8                      |
| School publicity .....       | 1 ....                           | 20                                | 63                     |
|                              | 2 ....                           | 52                                | 29                     |
|                              | 3 ....                           | 28                                | 8                      |
| Pupil attitudes .....        | 1 ....                           | 37                                | 24                     |
|                              | 2 ....                           | 30                                | 52                     |
|                              | 3 ....                           | 33                                | 24                     |
| Professional library .....   | 1 ....                           | 32                                | 70                     |
|                              | 2 ....                           | 43                                | 27                     |
|                              | 3 ....                           | 25                                | 3                      |

Other items that were included in the questionnaire the second time it was administered but which were not in-

(This section was given at the beginning of the first year and at the end of the third year.)

## SECTION VIII

| <i>Item</i>                            | <i>Code</i> | <i>Results Expressed in Per Cent</i> |                         |
|--|-------------|--------------------------------------|-------------------------|
|  |             | <i>First Year (Beginning)</i>        | <i>Third Year (End)</i> |
| Reports to parents .....               | 1 .....     | 9                                    | 53                      |
|  | 2 .....     | 43                                   | 36                      |
|  | 3 .....     | 48                                   | 11                      |
| Supply situation .....                 | 1 .....     | 55                                   | 59                      |
|  | 2 .....     | 35                                   | 23                      |
|  | 3 .....     | 10                                   | 18                      |
| Textbooks .....                        | 1 .....     | 21                                   | 56                      |
|  | 2 .....     | 64                                   | 36                      |
|  | 3 .....     | 15                                   | 8                       |
| Supplementary or reference books ..... | 1 .....     | 18                                   | 50                      |
|  | 2 .....     | 64                                   | 39                      |
|  | 3 .....     | 18                                   | 11                      |
| Community relations .....              | 1 .....     | 30                                   | 31                      |
|  | 2 .....     | 50                                   | 47                      |
|  | 3 .....     | 20                                   | 22                      |
| Parent-teacher organization .....      | 1 .....     | 65                                   | 48                      |
|  | 2 .....     | 13                                   | 36                      |
|  | 3 .....     | 22                                   | 16                      |
| Testing program .....                  | 1 .....     | 20                                   | 53                      |
|  | 2 .....     | 73                                   | 41                      |
|  | 3 .....     | 7                                    | 6                       |
| Pupil records .....                    | 1 .....     | 24                                   | 66                      |
|  | 2 .....     | 64                                   | 31                      |
|  | 3 .....     | 12                                   | 3                       |

number and length of meetings. It is a challenge also to find ways to convince the entire group that committee work is voluntary and that teachers should not feel that they are "expected" to do it.

The attitudes of this particular group of teachers toward coöperative planning should provide some comfort to the superintendent of schools. It appears, however, that the staff should clarify its thinking relative to the question of absolute freedom for the individual teacher.

It is interesting to note what an important rôle is played by a weekly bulletin to teachers in this school system. Enjoying social functions together, sharing the same curriculum coöordinator, and holding meetings in various buildings also rank high on both samplings of opinion.

Significant growth in morale is evident from the next section of the questionnaire, although it is evident that there is more work to be done before the group is unified in philosophy.

One who knows the school system in question interprets the results of the final section of the questionnaire as follows: In most cases where there was increased satisfaction with an item, a definite attempt has been made to improve the situation. Where there was decrease in satisfaction it was not so much that the situation had become worse over the three-year period as that awareness of the problem had increased. Items which teachers indicated as needing major change at the end of the three-year period are clearly those which should receive first attention during the coming year. It may be noted that this section of the questionnaire was given for the first time on the opening day of school when a new group of administrators was beginning work in this school system. The questionnaire was part of an initial bid for teacher participation.

cluded in the first questionnaire were: furniture and other equipment, health program, guidance program, program of evaluation, homework, absence, tardiness, high-school schedule, and visual education facilities and services. Teachers were also asked "In what fields do you believe our teaching could be much improved" and "In what fields, such as reading, spelling, and so forth, do you believe curriculum decisions need a major change?"

Results of such a questionnaire give a basis for study with a staff at the beginning of the new school year. They may be further analyzed by having teachers indicate in what building they are located, in what classification they fall (elementary, secondary, special), and in what year they came onto the staff. Study may show that high-school teachers feel they have made more progress with pupil participation than do the elementary teachers. All may see that most progress has been made with teacher participation and least with parent participation. This may challenge the staff to concentrate on improving parent participation during the coming year.

Detailed analysis of the results of Section II, types of meetings, shows that elementary teachers changed little in their opinion of building meetings during the period studied. Decrease in satisfaction with building meetings was almost entirely confined to the high-school teachers which may give the principal and teachers in the high-school building something to think about. Teachers-club officers may want to study causes for the decline in satisfaction with their meetings. It is encouraging to note that department meetings were perhaps becoming a little less satisfying to the high-school teachers.

Any administrator or committee of teachers responsible for scheduling meetings of teachers will want to watch results of questions like those in Section III dealing with the

number and length of meetings. It is a challenge also to find ways to convince the entire group that committee work is voluntary and that teachers should not feel that they are "expected" to do it.

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*A Yearbook Yields Evidence*

There might be added to these evidences that teacher participation is desirable a study reported in the yearbook, *Cooperation: Principles and Practices*. A number of teachers were requested, among other things, to state important results secured through experimentation in democratic coöperation. From the fact that only 8 per cent of the teachers in the study responded to this question, it may be assumed that there is relatively little experimentation in this area. These are the results which were mentioned by five or more persons:<sup>1</sup>

1. More interest created among staff members.
2. Improved relationship between faculty and administrators.
3. More interest in teaching.
4. Teachers possess more sympathetic understanding of administrative problems.
5. Better planned educational program for the school.
6. Better selection of textbooks and materials.
7. Important changes made in salary schedule for system.
8. Improved morale among teaching staff.
9. Growth experience in group thinking and planning.
10. Improved relation between teachers and supervisors.
11. Noticeable improvement in the development of initiative and creativeness on part of teachers.
12. Greater feeling of responsibility for general welfare of school system.

Besides the more or less tangible results of teacher participation described in preceding pages, there are personal satisfactions and rewards attending the playing of this leadership rôle that make every effort in this direction worth while. These satisfactions and rewards are:

1. Academic freedom, limited only by the mutual agreements of the planning group

<sup>1</sup> Department of Supervisors and Directors of Instruction, *Cooperation: Principles and Practices*, Eleventh Yearbook (Washington, D.C., National Education Association, 1930), p. 173.

2. Prestige and power equal to that of any other individual in the organization, consistent with contributions to the group
3. Opportunity for creative expression, limited only by the teacher's own capacities
4. Satisfactions flowing from the highest type of human relations with colleagues, students, and other members of the community

In addition to the worth of these rewards to the teacher as a person is their value from the standpoint of the learner. If the teacher is encouraged to play a rôle of worth and dignity and to have confidence in his own powers, there may be developed creative teachers to guide learners in the process of democratic socialization so that all will live more useful lives. Such teachers will not be fearful that they will not have time "to live" if education occupies their thoughts after four o'clock in the afternoon. Such teachers will feel that *they are living while they are teaching* and that is as it should be. Man's work-life is as vital and necessary as his play-life. Schools cannot afford to have teachers who feel any other way about their jobs. Conditions which make teachers' work seem like drudgery and time lost out of life should be corrected without delay.

All this is not the same as saying that teachers need no time for leisure and recreation. It is to say, rather, that a combination of satisfactory working conditions and a wholesome life outside of school should make for fewer neurotic and disturbed teachers. An increase in the number of poised and well-balanced teacher-leaders will have an important effect on the process of socialization of learners.

While looking forward toward the goal of teachers as leaders, it is well to be realistic and face the fact that it is not possible for an organization to become democratic and for democratic leadership to emerge overnight by a sudden change to coöperative administration. Teachers should not

expect too much at first. It would not be wise for an administrator to plunge a group of teachers and students into a situation with which they could not cope because of their lack of preparation for it. Socialization is a gradual process. Teachers and administrators should be most concerned with the *direction* things are taking in their unit of participation.

#### IMPLICATIONS AND APPLICATIONS

##### *Illustrative Situations*

I. Superintendent Smith each year asks his teachers to hand in a list of supplies they will need during the following year. He also asks for recommendations for supplementary and library books to be purchased. Occasionally he appoints a committee to study textbooks for a certain subject and make a recommendation to him. Each fall the teachers return to find that very few of the supplies they have requested have been or will be purchased. Almost no books are ever purchased and as often as not the superintendent buys the textbook for which some salesman makes the best case regardless of the advice of the study committee.

What do you suggest that the teachers might do to remedy the situation?

II. Miss Jackson, Principal of Emerson Elementary School, suddenly resigned from her position because of ill health. Faced with the problem of securing a temporary principal to serve for the remaining three months of the year, the superintendent called in the nine teachers of the school to ask their assistance in filling the vacancy.

The teachers expressed the opinion that in a school of three hundred children a principal is unnecessary. One teacher maintained that the position of principal in such a situation gives rise to undemocratic practices and creates more problems than it solves. On these grounds, he pointed out, it should be permanently abolished. The teachers suggested that they form a committee, consisting of the entire staff, elect their own chairman, and divide necessary administrative duties among themselves.

To this the superintendent agreed. The school functioned within this form of organization for the remaining three months. Former administrative details and worries were so easily ab-

sorbed and so efficiently handled that all concerned were anxious to continue without electing another principal. The following year saw many refinements of democratic technique on the part of the staff. The plan operated so smoothly and efficiently that the teachers and superintendent decided to continue indefinitely.

What did the one teacher mean when he said the position of principal was "undemocratic"? Do you agree?

Can you think of situations in which a principal is absolutely necessary?

### *Suggested Activities*

1. Take a poll of a number of teachers to find out whether or not they like their jobs. Find out what is satisfying and what leads to dissatisfaction in their situations.
2. Interview some one who belongs to a teachers' union. Find out why the union was organized and what it aims to accomplish.
3. Suggest ways in which your local and state teachers' organizations might be improved.
4. Select one of the means of evaluation of teacher participation described in this chapter. Try it out in some school system, adapting the instrument to meet local conditions.
5. Reread the results of the questionnaire on pages 154-161. Imagine yourself to be an administrator in that situation. What interpretations would you put on the data and what uses would you make of the interpretations?

### *Questions for Discussion*

1. "...teachers are one of the least interesting of audiences. They almost never interrupt, discuss, ask questions, hiss, applaud or say 'Nuts.'"<sup>1</sup> Do you agree with this opinion of teachers? If so, how do you think they "got that way"?
2. Some individuals contend that many teachers are unwilling to assume the additional responsibilities that are required in a democratic organization. Do you believe that teachers as a group will not respond to opportunities for their own self-improvement and growth?
3. Objections are sometimes made to democratic organization and control on the grounds that many teachers are incompetent and incapable of assuming important responsibilities. How would you answer these objections?
4. Some teachers actually appear to enjoy feeling subservient to administrators and supervisors. If this is true, how do you account for it?

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<sup>1</sup> Myers, Kifer, Merry, and Foley, *op. cit.*, p. 148.

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MYERS, ALONZO F., KIFER, LOUISE M., MERRY, RUTH C., and FOLEY, FRANCES, *Cooperative Supervision in the Public Schools* (New York, Prentice-Hall, 1938). Units III and IV discuss the induction and guidance of beginning teachers and the professional improvement of teachers in service. The discussion of tenure for teachers, pages 158-167, is thought provoking.

NEWLON, JESS H., *Education for Democracy in Our Times* (New York, McGraw-Hill Book Co., 1939). Chapter IX presents a social program for the teaching profession, including a detailed discussion of the responsibilities of professional organizations.

NUTTALL, L. JOHN, JR., *Teacher* (New York, The Macmillan Co., 1941). The story of "Teacher" is told from the time she enters training until she has established herself as a professional leader.

PREScott, DANIEL A., *Emotion and the Educative Process* (Washington, D.C., American Council on Education, 1938). In Chapter XI the point is made that the learners will suffer if the teaching profession is not made truly satisfying for the persons at work in it.

RUGG, HAROLD, Editor, *Readings in the Foundations of Education* (New York, Bureau of Publications, Teachers College, Columbia University, 1941), Vol. II. Section VI contains a number of selections giving varying points of view on teachers' organizations.

WALLER, WILLARD, *The Sociology of Teaching* (New York, J. Wiley and Sons, 1932). This volume gives "insight into concrete situations typical of the typical school."

WASHBURN, CARLETON, *A Living Philosophy of Education* (New York, John Day Co., 1940). Chapters XLI and XLII deal with the factors that determine the effectiveness of the teacher.

5. The participation of classroom teachers in the activities of teachers' unions is sometimes frowned upon by administrators. Do administrators have the right to forbid teachers to join teachers' unions?
6. There are in existence at the present time many educational organizations that frequently duplicate efforts. What would be the advantages and disadvantages of a unified professional organization in this country?
7. The results of teacher participation are difficult to evaluate. Can you suggest means which might be used to measure the value of such participation, both to the teacher and to the school?

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Department of Supervisors and Directors of Instruction, National Education Association, *Supervision and the Creative Teacher, Fifth Yearbook* (New York, Bureau of Publications, Teachers College, Columbia University, 1932), pp. 294 ff. The conclusions to this yearbook recommend freeing the teacher's creative abilities and giving him a place of dignity in education.

GILES, H. H., *Teacher-Pupil Planning* (New York, Harper and Bros., 1941). Chapter IX poses and answers concretely questions dealing with the rôle of the administrator and of the teacher.

John Dewey Society, *The Teacher and Society, First Yearbook* (New York, D. Appleton-Century Co., 1937). This book deals with the teacher as a person and as part of a system and of a community, concluding with a forward view of a free teacher in a free society.

—, *Educational Freedom and Democracy, Second Yearbook* (New York, D. Appleton-Century Co., 1938). Chapter IV treats the rôle of the elementary teacher; Chapter IX contains a discussion of the place of professional organizations.

—, *Teachers for Democracy, Fourth Yearbook* (New York, D. Appleton-Century Co., 1940). Chapter IV points out the proficiencies that teachers should have. Pages 390-406 will stimulate thinking on the matter of teacher unions.

JOHNSTON, EDGAR G., "The Teacher as Co-Administrator," *School of Education Bulletin*, IX, No. 3, 1937, Ann Arbor, Michigan, University of Michigan. This article explains how administrators and teachers may share responsibilities.

LYND, ROBERT S., and LYND, HELEN MERRELL, *Middletown* (New York, Harcourt, Brace and Co., 1929). Chapter XV gives a picture of the rôle of the teacher in the typical community.

cern of the administrator should be with the degree of socialization of the teachers with whom he works. It is rather obvious that the faculty is the starting point, for without a body of socialized teachers working coöperatively little progress will be made in socializing young learners. It is also important that teachers have some knowledge of desirable practices for implementing a program designed to socialize students and develop their capacities for leadership and service.

#### TEACHERS ARE LACKING IN SOCIALIZATION

An analysis of any faculty will readily reveal that teachers, in general, lack a personal socialization and that they lack also a knowledge of how to help learners to become socialized. There are many reasons for these deficiencies in teachers, and the reasons point to areas in which teachers need a variety of socializing experiences in order to overcome the handicaps imposed upon them by their training and experiences.

First of all, the fundamental institutions of home, school, and church have failed to perform their essential functions of socialization. They have, to be sure, managed to provide most of the individuals involved with sufficient socialization to keep them out of psychopathic wards. Teaching, however, requires a greater amount of socialization than is needed for just routine living. A teacher must have a broad sense of values. He must be able constantly to adapt environment to the needs of the large number of individuals in his charge. He must be able to deal with the conflicting philosophies which are found in homes, schools, and churches. Most of all, he must be able to keep his poise in very difficult social and educational situations.

## Chapter 6

### FACULTY PARTICIPATION

In the foregoing chapters it has been proposed that school administration be reoriented so that leadership may become increasingly democratic; it has been recommended that all engaged in the process of education direct their efforts toward democratic socialization as a unitary objective; it has been pointed out that the faculty of a school is the central social unit in the total educational organization. A plan of organization has been suggested that permits the faculty to operate democratically and effectively. This organization is described as participatory because it is designed to involve all professional agents in the administration of the school as well as learners and community adults. It is described as functional because it carries out the purposes of the groups to be served—faculty, students, and community adults. The rôle of the teacher who has an opportunity to serve in a democratically organized school has also been described and some of the results of extending the limits of professional responsibility have been shown.

The present chapter is designed to suggest techniques for helping teachers to take their proper place in the school organization. The chapter is also designed to show various coöperative faculty groups in action. To carry out the latter purpose, use is made of detailed reports of the participation of such faculty groups in school administration.

Experience has shown that, in helping teachers to take their proper place in the school organization, the first con-

periences for teachers-in-the-making, it has failed in another respect also. Schools designed to educate teachers have consistently stressed teaching "devices" at the expense of a broad understanding of the principles of child psychology. Thus there have been produced teachers who lack a basic point of view and a knowledge of desirable practices for socializing young learners.

#### CONTINUOUS GROUP STUDY IS RECOMMENDED

The administrator who desires to see increases in the socialization of teachers will be concerned with creating a stimulating environment for them in order to foster a realistic kind of social sensitivity. Launching a coöperative study of educational and social problems is one way of creating a stimulating environment for teachers. The administrator will find that coöperative study of recent findings in the various fields related to education, and coöperative planning for the application of newly discovered principles to curriculum development and classroom practice will yield gratifying results. Furthermore, the study must be continuous. Even those teachers who may have emerged from a training institution well versed in social science and well trained in educational practice will find it necessary to continue to study while in service lest the dynamic and fast-moving social order soon leave them far behind.

Therefore, it is recommended that every faculty group be engaged continuously in a study of the following basic problems of education:

1. The nature of the individual
2. The nature of society
3. The processes that are fundamental to the growth and understanding of individuals and groups

Much of the blame for the lack of socialization of teachers can be placed at the door of formal education itself. The very nature of that education explains why teachers have not been trained in the more important aspects of community understanding. Education has not been so organized as to take advantage of the experiences of an individual to the end that those experiences might contribute to the individual's growth. For example, most persons have had experiences in various types of community living. Some have lived in camps. Many have lived in small, closely-integrated villages. Many have lived in large, centralized, urban communities. Yet few have been helped to make even the more obvious generalizations which must be made in order to capitalize properly on such experiences. Even at the present time courses in community surveying and planning, courses stressing the importance of social psychology as applied to education, and courses dealing with the relationships of various aspects of the social milieu are not generally available in the teacher-educating institutions.

It is true that institutions for teacher education were handicapped in the past, for the sciences dealing with social living and with the adjustment of the individual and social life have been rather slow in developing. There is less excuse for the failure of present-day teacher-educating institutions to provide for the social orientation of their students. Today there is a science of sociology. There has been considerable development in social psychology. There have been extensions of psychology itself that have large implications for social living. Anthropology contributes to an understanding of both the individual and society. Social planning is a new, integrated social science. These developments all have very definite implications for education.

If formal education has failed to provide socializing ex-

periences for teachers-in-the-making, it has failed in another respect also. Schools designed to educate teachers have consistently stressed teaching "devices" at the expense of a broad understanding of the principles of child psychology. Thus there have been produced teachers who lack a basic point of view and a knowledge of desirable practices for socializing young learners.

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How to get teachers interested in a program of continuous study is another problem. Here the administrator has an opportunity to exercise creative leadership. So much apathy and naïveté exist among teachers as a result of their lack of socializing experiences that positive measures on the part of administrators are often necessary before teachers become so aware of their own deficiencies that they will proceed with a coöperative study of problems on their own initiative. The administrator may continuously bring to the attention of teachers evidence of a scientific nature which indicates the desirability of educational change. He may make available a great deal of other material designed to broaden the teacher's outlook. He should arouse interest in the material just as a good teacher would do in the case of his pupils. It is well to start with a relatively small and specific area. It has been found that participation in isolating and solving a few problems usually provides sufficient motivation for any faculty group to engage in a thoughtful study of education and its social setting. When this has been accomplished, it may truly be said that vision has been awakened and that a program of coöperative professional improvement has been launched. From that point onward, teacher leadership will be ever more in evidence.

#### *One Faculty Undertakes a Study of Its Problems*

Here is the way in which one principal, working with his teachers, increased the total faculty awareness of educational problems and brought about an interest in solving them. Many faculties have no doubt had similar experiences. This account is quoted because it illustrates so well the steps a group must take in broadening horizons. It demonstrates the principle that participation in problem-solving, even in a small area, motivates an interest in attacking a larger and

larger set of problems until at last the whole educational scheme is being studied.<sup>1</sup>

The writer came to the Lawrence Junior High School as principal in the summer of 1934. By the time that the first semester had closed it was possible to recognize certain problems upon which the staff was ready to work.

*Start with a small problem.*—The first feature of the organization to be questioned was an elaborate honor-point system based upon school marks, attendance, deportment and home-room activities. The teachers were encouraged to think carefully about the value of this system to the pupil. A faculty committee was appointed which met from time to time to discuss the problem. Reports of the deliberation of this committee were made at regular faculty meetings. The teachers finally decided that this system was made by the teachers for the teachers and that it had been imposed upon the children from above with little or no thought as to their real interests and needs. At mid-year the honor-point system was officially abolished by unanimous vote of the faculty. The teachers were pleased but surprised when no one questioned this action. It gave them confidence to know their deliberations could be translated into effective action, and that their power was limited only by the extent of their mutual agreement as to what was sound policy [italics ours].

*One thing leads to another.*—During the discussions of the honor-point system, the plan of using E, G, M, P, and F as marks indicating pupil progress was questioned. Several faculty meetings were devoted to discussing school marks, to measurement of learning, and to methods of recording and reporting pupil progress. After discussing the matter at length, a marking plan was developed which did not depend upon single symbols. A report card was developed in the departmental groups, and prepared for use in the fall of 1935.

*The social-studies department studies itself.*—About mid-year the teachers of social studies began to be interested in breaking down the formality of their program. Biweekly meetings of the teachers in this department were held throughout the second semester, but no new program was developed. There was mutual agreement among the instructors that the subject-matter was too

<sup>1</sup> J. E. Jacobs, Principal of the Lawrence Junior High School, Lawrence, Kansas, was kind enough to prepare the following description of a cooperative attack upon the problems of that school.

rigidly organized, that the teacher-pupil relationship was too superficial, that many of the materials of instruction did not meet any real social need of the children, and that the school was isolated, unfortunately, from the life of the local community. By the time that these ideas had developed the school year was over. Had there been more time, no doubt an attempt would have been made to initiate some sort of trial program which might possibly eliminate some of these difficulties. As it was, the teachers voted to continue individually the study of these problems throughout the summer months, and to resume the group meetings again in the fall.

During these discussions the teachers of social studies wrote to schools where attempts had been made to reorganize the social-studies program. Many of these schools sent written courses of study in response to the inquiries, but not one of these, after careful examination, proved to be anything other than a rearrangement of old materials. The discussions in which this group had engaged had led to the belief that little, if anything, could be accomplished by merely juggling the arrangement of the traditional materials of instruction in the social-studies field. It became increasingly evident that the problem was larger than that. The interest of the pupil, his social life, and his immediate problems of living began to be more significant as the discussions continued. This shift in emphasis from subject-matter to child came about through the coöperative effort of the group of teachers to solve intelligently the problems of teaching with which they were confronted rather than from the thinking of any one person.

*Other departments become concerned.*—The meetings of the group of social-studies teachers continued in the fall, but by that time other departments had become concerned about their work and it was evident that any reorganization would need to include the whole school rather than to be limited to one field.

Two of the general faculty meetings in the fall were devoted to panel discussions of the progressive point of view in education. At the close of the second meeting a motion was made directing the Principal to appoint a committee to study further the implications of this movement. After discussing the matter with the teacher who had made the motion and with the instructors who planned the panel discussions, it was decided that all of the members of the staff, rather than a committee of them, should carry on this study. This was justified on the grounds that enrichment of experience would come from active par-

ticipation rather than from hearing the report of a committee.

*Discussion groups are formed.*—Accordingly, the faculty of twenty-eight teachers was divided into four discussion groups, membership in each of which was wholly voluntary. Four teachers were made temporary chairmen. These persons were to head the group until the members should decide upon a permanent chairman.

*Groups want to attack real problems.*—After two meetings the leaders began to sense the need of a definite project upon which to center the efforts of the groups. Reading and discussion did not seem to be enough, unless they were definitely related to a real problem. In answer to this need the Principal submitted a plan for reorganization of the local school. The plan was brief and cursory, but it answered the need for a definite problem. It was based upon the need for removing some of the fundamental defects which the discussions had brought to the attention of the teachers. Interest in the discussion groups continued to increase as the faculty attempted to manipulate the local school situation.

*Discuss plan for reorganization of school.*—The first plan was submitted to the teachers on December 5. By January 3 enough data had come in from the discussion groups to make possible a revision of the original proposal. This revision was submitted to the faculty for evaluation. Subsequent revisions were made. The last revision was adopted by the faculty as a plan of reorganization for the Lawrence Junior High School for the school year 1936-1937.

*Continue to plan coöperatively.*—With the adoption of the plan came the task of making it live. Teachers met in committees and groups voluntarily to plan the details of their work. These meetings are in progress at the present time.

The experience of this administrator should give encouragement to others, for teachers who are given like opportunities will respond with the same amount of interest and enthusiasm. At least, that has been the case in many other schools.<sup>1</sup>

<sup>1</sup> An example at the elementary level of using one specific problem as a starting point for faculty study is the use of the dismissal situation as described by Arthur O. Hollingshead, *Guidance in Democratic Living* (New York, D. Appleton-Century Co., 1941), pp. 7-9.

## FACULTY MEETINGS ARE IMPORTANT

If continuous group study is to go forward, if socialization is to be achieved and techniques of group thinking are to be learned, the attendance of every member of the teaching staff at faculty meetings is imperative. A "special" teacher such as a coach should believe that his participation in faculty discussion is more important than one football practice or other activity. The kindergarten teacher should feel that meetings of the faculty are of concern to all. Organic unity of the educative process can never be achieved until athletic coaches, kindergarten teachers, school dentists, and all other resource people realize that they are potential contributors to the unitary objective of education.

In faculty meetings, the group purposes that form the basis for all coöperative planning and action are developed. Faculty meetings make possible that interpenetration of thinking that allows the fourth-grade teacher to shed some light on the problems of the secondary school, and the high-school teacher to understand the aims and methods of the elementary school. There is no substitute for these experiences. All this assumes, of course, that the faculty meeting does indeed become such a medium for socialization and that genuinely democratic procedures are followed.

The functional, socializing type of faculty meeting is apparently unknown to the principal who was heard to remark, "I don't have many general faculty meetings. There are so few things that all teachers should be interested in. For those I can use a mimeographed sheet. I prefer to save the teachers' time."

That principal is losing a precious opportunity, for the administrator has a vital part to play at every stage of the process of socialization of his teachers. The administrator

is a competent observer. He can tell when the group as a whole is ready to attempt a new project. He can judge when a project has been planned in sufficient detail so that group pressure may be put behind its achievement. The administrator can measure growth in socialization on the part of his teachers by such signs as complete lack of strain, increased interest, increased motivation, and pleasurableness of reaction.

#### COÖPERATIVE ACTIVITIES ARE SOCIALIZING ACTIVITIES

In addition to inspiring teachers to launch upon a program of group study, administrators may create a stimulating environment for teachers by providing basic socializing experiences of another kind. These experiences should take the form of actual participation in many coöperative activities. Teachers, like children, learn by experience.

At first coöperation is best practised in small and specific areas, for optimum participation means the type of participation that is best for a group of individuals at their level of socialization. The demonstrated effectiveness of the democratic method in one instance after another will eventually cause teachers to generalize upon the effectiveness of co-operation as a guiding principle in all undertakings large and small.

It is important that participation in coöperative activities take place out in the community. The paucity of experience which teachers have had outside of strictly professional experience represents the greatest weakness of the profession. Schools in a democracy should be so conducted as to exhibit many relations to society. Members of the profession must be experienced in order to contribute to these relationships.

The opportunities for learning about society and for developing useful social and educational skills are numerous. Active membership in social organizations such as a labor union, a consumer coöperative, a political party, or a social agency of a community is basic to socialization of the individual. Participation in typical community enterprises, in interpreting the school to the public, in social functions, in community forums, and other such activities provide for continuous growth and current orientation of the individual. The concept of the community school, in which the school is integrally related to the community, suggests a type of professional service that is inherently broadening and socializing.

Participation in coöperative activities should take place also within the administration of the school. In many ways, the most socializing of the activities in which a teacher may engage are those in which he works coöperatively with children and fellow teachers. Teachers who have experiences of this kind become motivated differently. A spark of creativity is aroused. They get a taste of freedom and a sense of their own potentialities. It is stimulating for them to discover that they have become the source of unique contributions to others. It is equally valuable for them to discover that they are dependent upon the contributions of others. Through a great deal of participation in educational planning and executing, such teachers come to feel that they are an essential part of the school and that the school is part of them.

Courtis has pointed out most effectively this identification of the individual with the group.<sup>1</sup>

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<sup>1</sup> S. A. Courtis in *Democratic Participation in Administration*, Eighth Yearbook of the Department of Elementary School Principals (Lansing, Michigan, Michigan Education Association, 1935), p. 18.

... it is the identification of self with the corporate organization so that one thinks and feels for each and every part of the organization as if one were that part; teachers for administrators, administrators for teachers. Corporate consciousness demands unity of purpose, breadth of view, impersonality and an ability to possess something in common with others without feeling, on the one hand, any loss in vividness of possession or, on the other, any individualistic sense of ownership.

In order to guarantee that participation will be a continuous process, it is highly important that there be established regular channels of participation in educational administration. The functional organization discussed in Chapter 4 provides such regular channels. The committees described there furnish a setting in which teachers may practise co-operative techniques and acquire the habits and attitudes of socialized persons.

So far, it has been recommended to the administrator that a faculty should launch a program of continuous, coöperative study of education and related problems and that provision be made for teacher participation in many socializing activities, including participation in the administration of the school. This participation should take place through the channels of a functional organization developed to meet the needs of the particular school. Although these recommendations have been isolated for purposes of discussion, it must be fully realized that in practice they represent processes that are continuous and interrelated. Study, planning, and action go on constantly and simultaneously.

In carrying out the recommendation concerning participation in socializing activities, the administrator and the teacher may be helped by a study of the results obtained in other school systems. Committee reports from various schools organized on a functional basis throw much light on the processes of coöperative administration.

**TWO COMMITTEES ARE CONCERNED WITH  
FACULTY SOCIALIZATION**

In the organization for optimum participation proposed in Chapter 4, there are two committees concerned primarily with faculty socialization. These are the Socialization Committee and the Teacher-Affairs Committee. The following pages are devoted largely to the functions of these committees as they have existed in actual school situations and to accounts of how they have worked in various schools which have acquired the techniques of coöperative administration.<sup>1</sup>

In a larger sense, these two committees that are concerned with faculty socialization use two media, the faculty meeting and their own committee meetings. Faculty meetings must be very carefully planned. They should vary in nature from pink teas to heavy discussions of philosophy. They should vary not only throughout the year but there should be minor variations throughout the month. These variations should follow a large plan on the one hand, and, on the other hand, should be made in terms of the immediate needs of the group. Such plans and variations from plans can be provided only by the committee that is actively on the job. The proper committee for development of faculty-meeting schedules as well as the whole program of coöperative professional improvement is obviously the Teacher-Affairs Committee. In order that faculty-meeting activities may be closely related to the total activities of the school program, it is necessary that all major recommendations of this committee be made to the Socialization Committee and that these be modified and passed upon by that group.

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<sup>1</sup> Two other functional committees proposed in Chapter 4, the Curriculum-Activities Committee and the Community-Relations Committee are discussed in Chapters 7 and 8 respectively.

THE TEACHER-AFFAIRS COMMITTEE HAS  
IMPORTANT RESPONSIBILITIES

The Teacher-Affairs Committee has also been called the Teacher-Welfare Committee and the Teacher-Growth Committee. In the various schools where this committee is in use certain common objectives may be noted. Sections of a report from a junior-high-school committee are reprinted in order to show objectives and activities in some detail.

REPORT OF THE TEACHER-AFFAIRS COMMITTEE

Objectives:

1. To promote friendly relationships among teachers in the system
2. To inform teachers on educational and civic problems
3. To supervise the choice of magazines and books for the parent-teacher and school libraries
4. To equip and improve the parent-teacher room
5. To promote social good times in the building
6. To improve teacher welfare in the building
7. To inform teachers on educational legislation
8. To keep teachers better informed on the important issues of the Teachers Club Executive Board
9. To give group advice to the representatives on the Teachers Club Executive Board

Summary of work accomplished this year:

1. Mack School was invited to a tea and discussion on political issues which was led by Dr. J. of the University High School.
2. Jones School was invited to a tea and talk on the legislative program by Dr. H. of the State Department of Public Instruction.
3. Dr. C. talked on growth curves. The administrative staff were guests.
4. One meeting was devoted to a discussion of mental hygiene and behavior problems using pupils as type cases.
5. One meeting was devoted to a discussion of ten issues of secondary education.

6. One meeting was devoted to a discussion of fourteen plans for reorganization of the secondary school.<sup>1</sup>
7. One meeting was devoted to a discussion of the legislative program of the state education association.
8. Magazines and books were ordered and distributed.
9. The P.T.A. room was improved
  - a. New curtains
  - b. New dishes and silver
  - c. Plants, book ends, and so forth
10. Three social functions

Suggested schedule for the first semester of next year:

|           |    |   |
|-----------|----|---|
| September | 7  | Integration committees                          |
|           | 9  | Junior-high faculty—elementary basic committees |
|           | 16 | Junior-high basic committees—faculty picnic     |
|           | 23 | Junior-high faculty                             |
|           | 30 | Junior-high faculty                             |
| October   | 7  | Junior-high basic committees                    |
|           | 14 | Integration committees                          |
|           | 21 | Junior-high basic committees                    |
|           | 28 | Discussion of political issues                  |
| November  | 4  | Junior-high basic committees                    |
|           | 11 | Junior-high faculty                             |
|           | 18 | Integration committees                          |
|           | 25 | Junior-high faculty                             |
| December  | 2  | Junior-high basic committees                    |
|           | 9  | Discussion of some economic issue               |
|           | 16 | Junior-high faculty—faculty Christmas party     |
| January   | 7  | Integration committees                          |
|           | 14 | Junior-high basic committees                    |
|           | 21 | Junior-high faculty                             |
|           | 28 | Junior-high faculty—elementary basic committees |

The summary of the work accomplished during the year is especially illuminating and shows the way in which the work of the committee actually did vary from such content as that involved in giving a tea for teachers of another school in the city to a discussion of the nature of growth. It may

<sup>1</sup> Described in Samuel Everett, editor, *A Challenge to Secondary Education* (New York, D. Appleton-Century Co., 1935).

be seen that decisions of all sorts, at least preliminary decisions, can be made by such a committee. In this way time is saved for the faculty as a whole and yet the average teacher may feel that in all matters of policy and in most matters of routine he is well represented.

#### THE SOCIALIZATION COMMITTEE IS STRATEGIC

Although the work of the Socialization Committee is primarily that of socialization of students and coördination of planning and execution through the reviewing of the various suggestions of the basic committees during the school year, still this committee has a distinctive function in the socialization of the faculty. The membership of committees and the responsibilities of various individuals all are passed in review before the Socialization Committee. The large social objectives of the school really take form first of all in the discussions of the Socialization Committee and are then referred to the basic committees for further exploration or statement and for criticism. Such problems as the institution of large studies—the studies of philosophies, of the needs of the individual, and of specific areas in the curriculum are passed upon in the Socialization Committee.

#### *The Socialization Committee Has Its Function in an Elementary School*

A realistic example of the work of a socialization committee at the elementary level is to be found in a report of the Coördinating Committee at the Perry School in Ann Arbor, Michigan. The report is especially interesting in that it represents the first systematic annual record of the work of that school under administrative leadership new to the school the previous semester.

## FUNCTION AND ACCOMPLISHMENTS OF THE COÖRDINATING COMMITTEE OF PERRY SCHOOL

The duties of the Coördinating Committee were decided to be:

1. To act as adviser to the principal
2. To plan building meetings
3. To program committee tasks

The time of meetings is the noon period every other week on Wednesday

The committee has met about fifteen times during the year. It has functioned mostly as a policy-forming body. Among the problems studied and acted upon are the following:

1. Use of the library and library books
2. Use of vacant rooms and alcoves
3. Proper use of recess period and playground equipment
4. Use of special days such as Hallowe'en and Thanksgiving
5. Home visits of teachers and techniques for home visiting
6. Professional advancement of teachers
7. Function of assemblies and arranging assembly programs
8. Spring exhibit

Details of some of the solutions this coöperating group of teachers found for their problems may be of interest to those who are concerned with the organization and administration of an elementary school. For example, a method for using children as library assistants is indicated in the following plan submitted by one of the teachers and quoted in the same report.

1. The 6B grade will have charge of the library.
2. Teachers will take books from the shelves, label them with their names, and leave them on the desk. These books will be checked out and delivered to the rooms at 11:20 and 3:10 each day.
3. Children will call at each room once every week to collect any books that are ready to be returned.

*Techniques of Home Visitation Are Studied*

Because the problem of home visitation is of such importance, it may be worth while to study the report to discover

how the teachers learned techniques useful when interviewing parents and how they found time to make home calls.

The study of home visits by teachers began by having Miss R., the school psychologist, talk at a faculty meeting on the techniques of home visits. These suggestions were made:

1. Establish confidence.
2. Begin by rendering real service.
3. Ease tension—do not put on defensive.
4. The parent needs sympathy. Give time to criticize, etc., if necessary.
5. Do not ask questions the answers of which can be found elsewhere.
6. Do not discuss controversial matters until you are sure of your ground.
7. Interviewing cannot be hurried.
8. Learn how to avoid gracefully.
9. Never show partiality.
10. Never seem surprised or shocked by anything.
11. Never take offense.
12. Never make decisions of right and wrong for an individual. Give help but do not decide.
13. If a parent's decision is wrong from your standpoint as a teacher, it is your responsibility to accept the decision graciously and make the best of it.
14. Never make yourself indispensable to a parent.
15. Beware of rapid recoveries.

The faculty agreed to take one Monday each month from three to five for home visits.<sup>1</sup> Reports were made in faculty meeting of any significant factors discovered by visiting. The nurse attended some faculty meetings and reported on her home visits.

One of the most interesting sections of the report deals with the evaluation of the year's activities by the Appraisal Committee of the school, which came to the following conclusions:

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<sup>1</sup> This meant giving up one weekly faculty meeting regularly scheduled for that time.

1. The committee has assumed too much responsibility for the building activities.
2. Pupils have been left out of the planning.
3. Little provision has been made in faculty meetings for professional growth.
4. Room activity and room consciousness have greatly predominated over building consciousness.

#### *Recommendations Are Made for the Following Year*

The recommendations of the committee for the following year show considerable growth on the part of the teachers in understanding the nature of school administration and the need for further study on their part if they were to be capable of exerting educational leadership.

#### RECOMMENDATIONS OF THE APPRAISAL COMMITTEE

1. More participation by all teachers in building problems.
2. Greater pupil participation in building plans. Help them feel they are responsible for the happiness and welfare of all pupils in the building. We hope to capitalize on children's purposes and utilize their powers of thinking and judgment.
3. The committee should see the school situation in the light of pupil, teacher, and community needs. They should present the building problems in such form that more teachers will need to be responsible and make decisions.
4. The faculty as a group should make an intensive study of some phase of work from kindergarten through sixth grade, such as language or reading.
5. Faculty meetings during the first two weeks of the fall should center around group planning of unit activities in each room.
6. Conscious planning to increase the professional services of teachers.

Provisions for carrying out the recommendations of the committee show that constructive planning can be done by a group of teachers that is relatively inexperienced in democratic coöperation.

## PROVISIONS ADOPTED BY THE APPRAISAL COMMITTEE

Some provisions have been made to carry out the objectives as stated. To care for both the first and second objectives, the following has been suggested and approved by the faculty. Every week on Monday at 3:00, pupil representatives from second grade through sixth will meet with a teacher to plan for the activities and become authorities in these fields:

1. Safety
2. Exhibits in the halls and the spring exhibit
3. Assemblies—including program-planning, use of the auditorium, and costumes
4. Visual materials, maps, library
5. Workroom

The teachers assigned to the leadership of these committees are gathering information during the summer through summer-school courses, reading, interviews, and observations. The pupils will assist in the fall planning. Other committees will be added as the faculty becomes conscious of the need. Following the group meeting the faculty is to convene and reports are to be given from each committee.

This plan will give teachers an opportunity to become specialists in handling certain problems of the school. They will also become familiar with a wider age group of pupils.

The details of objective three are to be worked out by following the technique of group planning as suggested by Dr. S. A. Courtis. The fourth objective is to be turned over to the Integrating Committee. The committee will use the suggestions made in second-level committee<sup>1</sup> meetings during the past year as a foundation for their plans in our building. Objective five will require the help of the entire faculty. After the pupils and teachers in each room decide the type of activity that is most vital to them, it is important to determine several factors, some of which are:

1. Can pupils in other rooms contribute to the solution?
2. Is there some need in another group that will be met by the activity?
3. Does the solution of the problem involved in the activity

<sup>1</sup> A term designating city-wide committees.

call for learning situations which are of the right degree of difficulty?

4. Is this particular group getting a variety of activity as it progresses through elementary school?

Other questions to consider will be worked out by the Integrating Committee as this plan develops *through practice*.

Plans to increase the professional services of teachers will be suggested by the Coördinating Committee after their first meeting in September.

Each teacher may serve on three types of committees:

1. Committee with pupils
2. Teacher building committee
  - a. Integration
  - b. Appraisal and Community Relations
  - c. Coördinating
3. Special committees of the building and Teachers Club

It is evident from the Perry School report that teachers in an elementary school can plan and work coöperatively and that there are many problems awaiting a coöperative attack.

### *The Socialization Committee Has Its Function in a Secondary School*

The following report of the Socialization Committee of a junior high school<sup>1</sup> is indicative of the type of report which comes from a committee that has had several years of experience and has specialized in setting up organizational relationships. It may be noted in the report that health, appraisal, integration, and other curriculum activities were considered to be among the responsibilities of this particular committee. This report, which includes plans for the following year, was presented to, revised, and approved by the faculty as a whole. In reading the report, it should constantly

<sup>1</sup> Taken from *Social Objectives and Internal Organization of Tappan Junior High School* (Ann Arbor, Michigan, Board of Education, 1935), out of print.

be borne in mind that much student participation in the affairs of the school was going on simultaneously with the faculty activities described.<sup>1</sup> In fact, many of the faculty activities were outgrowths of student initiative.

The functions of the committee are as broad as education itself.

#### REPORT OF THE SOCIALIZATION COMMITTEE

##### Functions:

1. To survey and evaluate social life and the educational function for the purpose of building a school program which will produce a thoroughly socialized individual
2. To guarantee an emphasis on guidance, creativity, and participation
3. To coördinate and integrate the activities of student, faculty, and parent groups
4. To review procedures and proposed programs for the purpose of modifying them in such a way as to bring about the greatest possible amount of integration and socialization

##### *Accomplishments Are Reported*

Accomplishments include curriculum changes; improvements in the administration of the school; promotion of socialization; reviewing of plans for student affairs including dramatics; planning for improving health education; referring certain problems to basic committees; improving techniques used by committees; and studying the marking system.

#### A REPORT OF ACCOMPLISHMENTS

1. Routine portions of faculty meetings were planned.
2. A plan was devised whereby English teachers took the responsibility for training secretaries and for teaching techniques of discussion.
3. Faculty committee assignments were made.

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<sup>1</sup> See detailed reports in Chapter 7.

school play each year in addition to the World-Fair dramatic production.

21. The use of more printed plays in English classes was recommended.
22. A suggestion that integration committees meet on the group conference plan was adopted.
23. The integration program was evaluated.
24. A provision was made for explaining to the adviser<sup>1</sup> any "3" given in citizenship by a class teacher.
25. General qualities upon which the scholarship grade in any subject is based were decided upon.
26. The specific qualities that enter into the scholarship grade in any department were codified.
27. An evaluation of the four-letter marking system in use this year was made.
28. It was decided that a pupil should not be graded in integration before the twelfth week if he has not participated up to that time. Non-participation is to be indicated by a grade of "C" at the end of the second marking period.

#### *Recommendations Are Made for the Following Year*

In making recommendations for the following year, the committee was concerned with improvements in the area of planning, with securing national publicity, with curriculum changes, with materials, with fees, with administrative rulings, with use of the library, with assignment of responsibilities. The recommendations also deal with dramatics, parent relations, the use of laboratories, and with the problem of building a common point of view.

#### **RECOMMENDATIONS OF THE SOCIALIZATION COMMITTEE**

1. A whole day should be allowed before classes begin in the fall for program-planning in the building.
2. The following should be prepared:
  - a. Student handbook
  - b. Teacher note-book
  - c. Parent calendar
3. Articles on general mathematics and other unique phases

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<sup>1</sup> Homeroom teacher.

of the school's activity should be prepared for national publicity.

4. The "8" class<sup>1</sup> should be continued, with largely different personnel. More individualization of instruction and more activities are suggested for improvement.
5. The social-studies teachers and other teachers should help build up for the library a permanent file of pictures and other materials.
6. Each class teacher who is responsible for collecting a ticket to show that a fee has been paid should report to the office at the end of the second week and again at the end of the sixth week the names of those who have not paid their fees. The grades of these pupils should be held up until the fee is paid.
7. The rule that pupils are to stay in their advisories<sup>2</sup> before school should be better enforced. Doorkeepers should be efficient in getting pupils to enter the advisory and stay there unless excused.
8. The library should be available for use every class period.
9. All doctor's excuses of children from physical education are to be filed with the adviser who may use his discretion in scheduling the child for some other activity such as library or office duty during the gym period.
10. The responsibility for all arrangements for the promotion of 9A's should lie with the sponsor of the Auditorium Council. Various tasks may be delegated to other groups and individuals.
11. Check sheets for follow-up work should be devised.
12. A plan for intercommittee reporting both on the faculty and student level should be worked out.
13. A copy of the records of traffic violations kept by the Discipline Committee should be filed with the principal at the end of each school year for use in dealing with problem cases the following year.
14. Each adviser should keep an account of articles lost by the pupils of his advisory. The item should be entered after it has been missing for two days. These lists should be turned over to the Building and Grounds Council each week and should be used to give a picture of the situation.

<sup>1</sup> The name of an experimental group in the school.

<sup>2</sup> Homerooms.

15. After the first three weeks of a semester, all changes in school-council personnel shall be referred to the principal.
16. A school scrapbook should be kept by the Exhibits Council.
17. A list of purposes and principles governing all-school productions and class plays should be submitted to the Little-Theater Council.
18. Casting of a play should involve a coöperative, pupil-teacher choice of characters.
19. The problem of preparing a unit in stage design should be referred to Miss F. and the head of the home-economics department.
20. Parents should be drawn into more activities, such as the lake project<sup>1</sup> and dramatics.
21. The 8A parent meeting might be programmed after the plan of the 6A meeting.
22. Further work should be done on the method of marking and reporting to parents.
23. There should be provision for more effective use of laboratories.
24. Every junior-high-school teacher should have in his possession a copy of *Helping Children Experience the Realities of the Social Order*.<sup>2</sup>
25. Better use of "World Letters" should be made. The eighth-grade integration committee has volunteered to take the responsibility for carrying out this recommendation.
26. A student day should be held some time in the fall semester.

#### *A Health Program Is Described*

In the same report the section dealing with health education was prepared by the member of the Socialization Committee who had specialized in that area. The first part of the report is a description of the program as carried out for the year just concluded.

#### PRESENT PROGRAM OF HEALTH EDUCATION

1. Health examination of seventh-grade pupils: preparation for examinations

<sup>1</sup> At a tax sale the school had bought in some property on a lake in northern Michigan.

<sup>2</sup> Published by the Board of Education, Ann Arbor, Michigan, 1933.

- a. School physician gives demonstration talks in the integration periods using cardboard mannikin and ninth-grade boys as specimens.
- b. 7B social-studies classes give a special unit on health education.
- c. Attitudes developed
  - (1) Lack of fear and embarrassment
  - (2) Realization that the doctor is not looking for trouble to cause expense but to prevent more serious developments later
  - (3) Desirability of periodic health examination
  - (4) Inquisitiveness on the part of the student during the examination regarding things for which he can be responsible such as constipation and wholesome meals
- 2. Personal hygiene in 8B and 8A
  - a. Both boys' and girls' gym classes are divided into two squads each of 8B's and 8A's.
  - b. Each squad meets in 103 once in two weeks for informal discussions on personal and social hygiene (four periods a week for the teacher).
  - c. Discussion topics are determined by pupils' voluntary questions.
    - (1) The boys seem more interested in body health, first aid, and athletics.
    - (2) The girls seem more interested in topics connected with social practices, personal attractiveness, and sex hygiene.
  - d. A doctor gives one or more talks to boys on social hygiene, allowing a little time for questions and discussion.
  - e. The teacher reads and discusses with the girls two pamphlets on the same topic.
  - f. An expert in guidance talks to girls one period on the topic "What Is Charm?"

#### *Curriculum Changes Are Proposed*

The next two sections of the health education report contain a proposal for a curriculum change involving several departments. The chart shows how each department would

CHART OF PROPOSED HEALTH UNITS AND HEALTH EMPHASSES

| Class | Social Studies             | English                  | Mathematics     | Science   | Home Economics            | Practical Arts        | Physical Education |
|-------|----------------------------|--------------------------|-----------------|---|---------------------------|-----------------------|--------------------|
| 7B    | Omit community health unit | Integrated health course |                 | Girls required (food and clothing selection)    |                           |                       | First aid          |
| 7A    |                            | Integrated health course |                 |   |                           |                       |                    |
| 8B    |                            |                          |                 | Science   | Boys required             | Girls required or art |                    |
| 8A    |                            |                          |                 | Science   | Social hygiene            | Social hygiene        |                    |
| 9B    |                            |                          | Algebra omitted | Boys required; girls required or home economics | Girls required or science |                       |                    |
| 9A    |                            |                          |                 | Same as 9B                                      | Same as 9B                | Same as 9B            |                    |

bility for appraisal activities, it will be noted that the chief concerns are with cumulative records and reports to parents. The responsibility of the junior high school to work out certain problems with the senior high school was keenly felt.

#### APPRAISAL

##### Functions:

1. To articulate between elementary school and high school
2. To study the report situation in our own school
3. To advise and recommend types of reports
4. To aid in making a cumulative record card for junior and senior high school
5. To make a report card for junior and senior high school
6. To create a better understanding of the report card between parents and teachers
7. To recommend changes in the "Junior and Senior High School General Information and Election Blank"
8. To recommend a marking system for junior high school

The list of accomplishments of the Socialization Committee in the matter of appraisal shows that much was achieved both in improving the method of reporting to parents and in improving the cumulative records.

#### ACCOMPLISHMENTS IN THE FIELD OF APPRAISAL

1. Each department prepared a report for parents to show general and specific qualities necessary for success in that field: items are to be checked with a plus sign to indicate satisfactory growth and a minus sign for unsatisfactory growth.
2. A coöperation chart was made in order that each child might check the manner in which he coöperates in various school activities.
3. The sending out of special weekly reports was organized.
  - a. Reports are to be placed in the parent-teacher room by the adviser before 9:30 Thursday to be checked by the chairman of the Socialization Committee.
  - b. Late reports must be submitted to the principal.

be affected. The purpose of the suggested changes was to provide for a continuous emphasis on health education for both boys and girls throughout their junior-high-school years.

### *Explanation of Chart*

1. The omission of the community-health unit from the 7B social-studies course would give the extra time needed for the unit, "Ann Arbor's Adjustment."
2. The community-health unit would be incorporated in the integrated health course in 7B. Suggestions for this course:
  - a. Preparation for the health examination might be used as an approach.
  - b. The problem of health may be approached from the following angles:
    - (1) Social—What relationship has my health to that of others in the room, etc.?
    - (2) Esthetic—Relation of health to manners, cleanliness, etc.
    - (3) Hygienic—Efficient functioning
  - c. Suggested mathematics content. Cases of percentage, angles, circles, graphs, measurement, metric system. (Certain cases of percentage and intuitive geometry at present included in the 7B mathematics course would have to be moved to 7A.)
3. The integrated health course in 7A would include the English activities of theme-writing and reading of health and certain science material.
4. The teaching of food and clothing selection by the home-economics department to both boys and girls would be guaranteed.
5. Algebra would not be offered until 10B.
6. The same health offerings would be included in the ninth-grade science and home-economics courses in order to guarantee an equal amount of health teaching to both boys and girls.

### *Appraisal Activities Are Discussed*

In the section of the report prepared by the member of the Socialization Committee who had taken special responsi-

teacher is assigned to one of these committees on the basis of the grade in which he does most teaching. The integration committees meet before classes start at the beginning of the fall semester to plan programs for the first six-week period. Thereafter, the integration committees meet on the group-conference plan during faculty-meeting time the sixth, twelfth, and nineteenth weeks of the first semester and the sixth and twelfth weeks of the second semester. The brief reports that are given when the faculty re-assembles after the committee meetings serve to notify teachers of coming programs for which they are responsible. Detailed reports are later duplicated and handed to each teacher to become part of his curriculum records.

The integration committees are responsible for planning not only the programs for the integration classes but also the excursions that should be taken in connection with the social-studies unit being studied at the time. Suggestions are made, too, for integration of the work of other departments with the social studies, which functions as a core curriculum. A sample report of one integration committee will serve to illustrate how the committee functions.

#### REPORT OF THE NINTH-GRADE INTEGRATION COMMITTEE

January 24, 1935

##### *I. General suggestions*

1. Keep a check on class section participation and on class teacher responsibility in order to spread the opportunity and load.
2. Four printed plays to be given by English classes during the semester.
3. Two or three programs to feature contributions of several departments.
4. Mr. A. should investigate to determine whether the movie company from which we secure our films can furnish us with any material on the movies in advance.
5. Mr. A. should confer with Mr. F. relative to changing the movie scheduled for April 11 to April 18.
6. Mr. A. should delegate to members of his integration or auditorium committee the duty of reminding English teachers two or three days in advance to prepare their classes for the coming movie.

- c. Reports must be marked by classroom teachers by 8:00 A.M. the following Wednesday.
- 4. A rule was adopted that standard test scores should be placed on the CAg<sup>1</sup> by any classroom teacher giving a standard test.
- 5. The appraisal representative prepared a sample manila folder to show all the information which should be filed to send to senior high school when a pupil transfers.
- 6. The decision was made that the semester grade should be a mark showing status, not an average of the six-week marks.
- 7. The decision was made that blue slips<sup>2</sup> should be used by advisers to class teachers to tell of physical defects or by class teachers to advisers to inform them of certain handicaps which they observe.
- 8. Parent conferences were held by one adviser to discuss the pupils' marks (in lieu of reporting by card).

### *An Experiment with Integration Is Reported*

The report continues with a detailed evaluation of experimentation with integration classes in a departmentalized school which may be worth studying for the light it throws on one kind of curriculum-planning in this school. The organizational machinery for making such planning possible is also described rather fully.

### AN EVALUATION OF EXPERIENCE WITH INTEGRATION

One of the needs in education today is for more integration of experiences and learnings. The integration programs provided for by the weekly integration classes are one means of bringing about closer integration of departments as now set up.

The present method of planning for integration programs has resulted in much improvement over the situation last year when integration was put into the program of studies for the first time. Four faculty integration committees have been set up, one for each integration class, 7B, 7A, eighth and ninth grades. Each

<sup>1</sup> A state child-accounting form.

<sup>2</sup> A form used for interteacher reporting.

### WORKING PRINCIPLES BASIC TO SUCCESSFUL INTEGRATION PROGRAMS

1. There should be integration committees planning a semester and also six weeks in advance.
2. There should be a faculty member to act as a coördinator of execution of programs and to teach techniques of group coöperation.
3. Programs should be essentially outcomes of class work of all departments.
4. Movies should be used for "fill-in" programs to eliminate forcing of program initiation.
5. Stage materials and children trained in their use should be available.
6. There should be consciousness on the part of both pupils and teachers of such aims of social education as can best be achieved through the integration programs.
7. One set of sequences in the experiences of the children must be accepted as core experiences in order that planning may be done efficiently.
8. Class, extra-class, and extra-mural experiences should all be integrated—school parties, excursions, community activities, and the like, should all be considered.
9. There should be participation of all pupils in integration programs.

### SINGLE COMMITTEE MEETINGS HAVE WIDE SCOPE

The annual report of an experienced Socialization Committee such as the foregoing one is a rather impressive document. Minutes of single meetings of such a committee are also instructive. The two sets of minutes of the Socialization Committee which follow give some idea of the discussion carried on at the meetings reported and serve to show the scope of the problems discussed at a single committee session.

7. Teachers responsible for an integration program should hand to the integration teacher a list of all pupils who have participated in preparing and presenting the program.
8. A teacher responsible for a program should make arrangements to leave his class to view the program and should make a report of it to his integration committee at the next meeting.

## *II. Plans for programs*

First week, January 31—Organization

Second week, February 7—Theme: Michigan Education Month  
Responsibility: Mr. V.

### Suggestions

1. To tie up educational finance with taxation unit using 9A social-studies class
2. Other departments to contribute
  - a. Practical arts—Mr. S.
  - b. Home economics—Miss W. or Miss F.
  - c. Art—Miss L.
  - d. Music—Mr. A.
3. These departments to justify inclusion in the curriculum

Third week, February 14—Movie, "Dress Parade"; preparation by English teachers

Fourth week, February 21—Theme: Washington's birthday  
Responsibility: Mr. B.

### Suggestions

1. Tie up with "Adjustment to the Region"
2. Use a 9B class not taking Latin

Fifth week, February 28—Movie, "Julius Caesar"; preparation by members of the 9A Latin class, one of whom will visit each English class

Sixth week, March 7—Printed play by the 9B English class taking Latin

Responsibility: Miss M.

In summary there are given nine principles to be followed if integration programs in this particular school are to be successful. Planning, coördination, and wide participation are stressed.

*Hansel and Gretel* will be repeated this year. The play will be taken to the Sherrard Intermediate School in Detroit in return for their speaking choir which entertained us last year. Only a small chorus will be used for this presentation. One matinee performance will be given at the Lydia Mendelssohn Theater near Christmas time. This is our way of coöperating with the Ann Arbor Children's Theater and we get all the proceeds. For this production a large chorus made up of all interested pupils will be used. The entire student body will be trained as a chorus in a series of assemblies in which a variety of devices will be used to hold the interest of the children. For example, rehearsals of the dances will be held simultaneously with the chorus rehearsals; a guest conductor might be used on one occasion; the orchestra which will accompany the chorus could rehearse with the chorus a few times. Miss R. will train the studio choir and some of her music classes, probably the 8A girls and the 7A boys and girls, as a nucleus for the all-school chorus.

#### *Decisions*

1. *Hansel and Gretel* will not be given in the Tappan auditorium this year. Any pupil wishing to see the play may get a ticket which will entitle him to sit in the balcony at the Lydia Mendelssohn, and sing in the chorus. (The balcony seats 220.)
2. *The Emperor's New Clothes* will be given under the auspices of the Tappan Little Theater some time in February.
3. A special Christmas assembly to be held in the auditorium will be planned.
4. Mr. M. will direct *Hansel and Gretel* and *The Emperor's New Clothes*. Mr. W. will direct the World-Fair dramatic project. (It is hoped in this way to unify the pageant and the Fair more satisfactorily.)

#### *III. Miscellaneous decisions*

1. The use of a ranking system in showing the number of traffic violations in each advisory was approved.
2. It was felt that tea served in the dining-room was more convenient for the cafeteria committee, more pleasant for the faculty, and no more time-consuming.

*A Parent Bulletin Is Discussed*

The first set of minutes reveals the fact that the chief problem under discussion concerned the contents and methods of financing a parent bulletin. Also transacted at the meeting was miscellaneous business dealing with corridor traffic violations, faculty teas, the annual school exhibit, a faculty trip to the school's lake property, the question of class interruptions, plans for the next faculty meeting, and plans for the coming year.

## REPORT OF THE SOCIALIZATION COMMITTEE

September 27, 1934  
5:00-8:00 P.M.

*I. Bulletin for parents*

A supplement to last year's *Tappan Comes to You* was favored. The bulletin is to contain discussions of some of the newer developments at Tappan School in accordance with the recommendation of the Parent-Relations Committee. A printed bulletin with pictures is favored. Suggestions for pictures included lake trips, the truck loaded for a trip, the Parent-Teacher room, the park on field day, a classroom, a gym class, an excursion, and the faculty. The problem of financing the bulletin was discussed.

*Decisions*

1. Mr. D. and Miss M. will get estimates of the cost of 1,000 copies of a "broadside" and of a small booklet with "self" covers. The Ann Arbor Press, the Craft Type Shop, and Maier-Shairer's were recommended as printers who might be consulted.
2. After the cost has been estimated the Superintendent will be approached for help in financing. The P.T.A. is another possible source of income.

*II. Little Theater*

Influenced by the result of the vote taken in classes by members of the Little-Theater Council, it was decided that

## REPORT OF THE SOCIALIZATION COMMITTEE

January 15, 1935  
7:00-10:00 P.M.I. *Appraisal*

A secondary transfer blank worked out by the second-level appraisal committee and presented by Miss L. was approved for trial this semester.

II. *Health*

1. A report of the special committee on course of study for the personal-hygiene class was given by Miss I. in the absence of Mr. D., chairman.
  - a. *Decisions reached:* Inasmuch as the introduction of a ninth-grade science course next fall may make the personal-hygiene classes unnecessary, it was felt advisable for Miss I. to continue teaching the classes much as she does at present.
  - b. *Committee sentiment*
    - (1) Not enough time is allowed to treat adequately the various topics suggested for discussion in 8A.
    - (2) The free discussion possible in small, segregated groups is valuable, especially for sex education.
2. 7B and 7A integration chairmen are to plan a program on the health examination for early in next semester.
3. The chairman of the Socialization Committee is to ask the Boy Scout executive for fourteen scouts with merit badges for first aid to be on duty at various times during the day for emergency first-aid service.

III. *Little Theater*

1. The purchase of ten flats at \$4.00 each was approved upon Mr. M.'s recommendation.
2. All-school plays and class plays: Several members of the committee felt that one all-school production each year is desirable. It was suggested that this be given in the first semester and need not necessarily be correlated with anything. The World-Fair play might well be assigned to one class, it was felt. Need was felt for good printed plays which might be given by classes, the Little-Theater fund paying the royalty.

3. For the Fair next spring, bits of the pageant might be carried out in the various booths in the gym following the pageant.
4. October 19 is an available date if there is to be a faculty lake trip. Mr. M. is to build up interest in such a trip in faculty meeting Monday.
5. The growing frequency of class interruptions can be avoided by use of a little more foresight by the faculty so that the newspaper and the bulletin board will carry most of the announcements.
6. Other topics for faculty meeting Monday are: the coming assembly, the proposed gasoline and weight tax amendments, and health-committee plans.
7. Miss M. will be prepared at the next meeting to discuss plans for the year's work of the Socialization Committee.
8. Suggestions in addition to emphases agreed upon at the previous meeting:
  - a. Prepare articles for national publicity.
  - b. Provide for taking up recommendations of other faculty committees.
  - c. Provide for consideration of health and appraisal since they are functions of the Socialization Committee.
  - d. Consider an extension of the materials included in the transfer folder that accompanies each 9A going to senior high school.

#### *Health and Dramatics Receive Attention*

The minutes of a second three-hour session of the committee indicate that health and dramatics were receiving major attention at the time. Also at the meeting approval was given to a form worked out by a city committee on appraisal; a recommendation of the student council was discussed but not approved; and certain problems were referred to another committee. As was the case with all committee reports in this school, a copy of these minutes was furnished to each teacher soon after the meeting was held.

faced the realistic data with which superintendents have to deal—balance on hand, fixed charges, partial collection of taxes, and all the other factors that make budgeting difficult. They also studied the flexible items in the budget—salaries, instructional supplies, and the like. In considering the problem, the Board of Education had felt that it was justifiable to cut down on instructional supplies, such as library books, in order to provide for salary increases for the teachers. After careful study by the Teacher-Affairs Committee, which submitted its findings to the entire group, the faculty voted for smaller increases in salaries than the administration itself had proposed in order that the distribution of revenue might be apportioned more equitably between salaries and supplies.

#### TEACHERS PARTICIPATE IN BUILDING-PLANNING

This same faculty demonstrated again that it was qualified to share in administration when plans for a new building that had been sketched by the superintendent and a consultant on educational designing were submitted to them along with an architect's model of the new unit. The consultant was a little skeptical of the results that would be obtained by asking teachers to aid in building-planning. He predicted a 10 per cent response; instead the response was almost 100 per cent. The preliminary designs were considered in terms of the needs of children by large and small groups of teachers and by individuals. During the course of the study, technical questions were referred to the superintendent. At last, well-classified reactions to the plans came from the teachers to the superintendent and the building expert.

The following reactions of the educational consultant are

*Decisions*

- a. There shall be only one all-school production during the remainder of the year.
- b. The student Little-Theater Committee shall make recommendations to the Socialization Committee concerning *Hansel and Gretel*.
- c. Miss F. is to work out a unit on stage design.
- d. Mr. M. is to submit to the committee a list of purposes and principles of all-school productions.

**IV. Miscellaneous**

- 1. Student Council recommendation that the opening of the cafeteria be moved from 12:15 back to 12:00 was not approved. Noon-duty teachers are to continue to check on hand-washing.
- 2. Strenuous exercise at noon was disapproved. A plan for using the gym as a game-room next semester is to be submitted to the faculty Monday.
- 3. Referred to Group-Project Committee
  - a. Adviser and function of Athletic Council.
  - b. Added duties for noon committee
  - c. Dance tickets

As revealed by the report quoted, a functional organization of the faculty makes it possible to improve the operation even of schools limited by a traditional plan of departmentalization.

**TEACHERS PARTICIPATE IN BUDGET-MAKING**

In one school the faculty shared in two activities commonly thought of as being exclusively in the province of the administrative staff. These activities were budget-making and building-planning.

Recognizing that revision of a salary schedule must be considered in connection with budget-making, the superintendent submitted the whole problem to the Teacher-Affairs Committee. For the first time, the members of this committee

Using the classroom on this basis will cost more because *all* ceilings must be insulated against sound. Please send me a distribution of space per child in your present classrooms. In addition, please give teachers' opinions with respect to the desirable space per child.

6. Specialized studios can be built but I suggest they be made, when possible, standard units. The administration of the so-called activity program as opposed to departmentalization is very expensive in the use of building space. To achieve this form of organization will cut the working capacity from 95 per cent of the absolute (balanced departmentalization) to a range of from 60 to 75 per cent. This means more space per child and a higher building cost per child. This factor should be carefully understood by both superintendent and teachers. The choice is yours. There are no designing problems.
7. The clinic is already 21 feet 6 inches in the clear. No difficulty. No internal or detailed design was presented in this first sketch. Have nurse prepare detailed requests.
8. I do not quite understand the nature of the "Auxiliary" room for the library. If it means group-study nooks, it represents conventional practice of what has been going on for fifteen years. It can easily be accomplished. Why the peek holes if you have a librarian in charge? Not clear.
9. Library details were not shown. There will be a library sink and I hope the water runs. That's local administration.
10. Twin doors for the library are feasible if you want them. Some do, some don't. No difficulty.
11. Library cabinets are demanded. No details were shown. These depend on demand. The teachers should furnish what they need. Then we can standardize to space and general need.
12. Separation of elementary and junior high school "as far as possible" is a traditional reaction. There is no educational validity to the assumption. It can be done, but is not vital.

*Debatable*

13. You wanted the counselors all together for ease in administration. Unless they become special room teachers there seems to be no particular value in separation. In fact, psychologically it might not be so desirable. However,

interesting in that they reflect the nature and scope of the teachers' responses.

#### EDUCATIONAL CONSULTANT'S REACTIONS TO STAFF SUGGESTIONS CONCERNING CENTRAL SCHOOL BUILDING PLANS

Over the week-end, I have studied carefully the reaction of the teachers to the preliminary educational design for the Central School.

Their criticisms relate to the general concept you had in mind in planning the school. If you have no finality regarding the value of these preliminary ideas, adjustment will be relatively easy. In the last analysis the teachers must use the building, and my own reaction is that it should be designed to meet their desires so far as is practical. I have, accordingly, divided their suggestions into three groups and will discuss them in that relationship. The first group may be considered practical and sensible suggestions.

##### *Practical*

1. A two-story building is more desirable than a three-story unit. We both agree to that. The reason for making it three stories was to save as much site as possible, to tie in closely with the size of the existing unit, and for economy. If you wish to spend the additional money (not so large) the two-story building can be designed.
2. The vertical organization for the elementary and secondary school is practical. This is a conventional reaction. It can be easily accomplished. It means the discarding of your original concept of three-year or unit schools.
3. The auditorium would naturally be placed on the second floor under these conditions. As to size, an instructional auditorium is not designed to hold the entire school. This larger capacity is provided in the community auditorium. However, the present capacity can be increased to 300 if you so desire.
4. The library, if the building becomes two stories, would go on the first or second floor. No difficulties here.
5. Use of the large classroom instead of the units we proposed will give a more flexible organization to shift to some other form of future administration. I am heartily in favor of it.

Using the classroom on this basis will cost more because *all* ceilings must be insulated against sound. Please send me a distribution of space per child in your present classrooms. In addition, please give teachers' opinions with respect to the desirable space per child.

6. Specialized studios can be built but I suggest they be made, when possible, standard units. The administration of the so-called activity program as opposed to departmentalization is very expensive in the use of building space. To achieve this form of organization will cut the working capacity from 95 per cent of the absolute (balanced departmentalization) to a range of from 60 to 75 per cent. This means more space per child and a higher building cost per child. This factor should be carefully understood by both superintendent and teachers. The choice is yours. There are no designing problems.
7. The clinic is already 21 feet 6 inches in the clear. No difficulty. No internal or detailed design was presented in this first sketch. Have nurse prepare detailed requests.
8. I do not quite understand the nature of the "Auxiliary" room for the library. If it means group-study nooks, it represents conventional practice of what has been going on for fifteen years. It can easily be accomplished. Why the peek holes if you have a librarian in charge? Not clear.
9. Library details were not shown. There will be a library sink and I hope the water runs. That's local administration.
10. Twin doors for the library are feasible if you want them. Some do, some don't. No difficulty.
11. Library cabinets are demanded. No details were shown. These depend on demand. The teachers should furnish what they need. Then we can standardize to space and general need.
12. Separation of elementary and junior high school "as far as possible" is a traditional reaction. There is no educational validity to the assumption. It can be done, but is not vital.

#### *Debatable*

13. You wanted the counselors all together for ease in administration. Unless they become special room teachers there seems to be no particular value in separation. In fact, psychologically it might not be so desirable. However,

it can be done. I think it should be given more study. It will cost more to separate them so far as office space is concerned.

14. The "feeling" of a faculty has nothing to do with the amount of space allotted. Space depends on activity. With respect to music, orchestral work, instrumental lessons, and choral work, these activities require much more space (need of a sounding board) than recitation. Just as a gymnasium and auditorium are spatially larger than classrooms, so music units of the type you desire will be larger. If you will give me a specific program of music activity the rooms can be designed to within a few square feet of need. This first design was temporary depending on more specific information.
15. You already have two parents' rooms. Can't they be used by teachers? Do you want special extra faculty reception rooms apart from toilets and general rest facilities? The statement is not quite clear and apparently forgets two large parents' rooms already provided, one of which will have kitchenette facilities.
16. You have a gymnasium. Can you justify two additional playrooms (extra space)? Why not call the gym a playroom? It has sufficient space for both schools. How much should be spent extra to satisfy an emotional set? You tell me. It should be thoroughly studied.
17. Whether a locker is in the classroom or just outside in the hall is a matter of administration. Nothing else is involved. If you place the lockers in the room you reduce by that much space your possibilities for built-in equipment. Again, this is your decision, but it is a debatable point.
18. Do you want an infirmary? My notes say that you do not. If so, how many beds? Sex separation? How administered in relation to the clinic? Do you want an isolation room also?

*Impractical*

19. A basement is impractical and undesirable whether you call it English, Boston, or Bronx. Your group declares emphatically against a three-story building and then asks for a three-story building by putting the third floor underground. Is this consistent?
20. To provide for a generalized classroom and then to add a

private auxiliary room to each unit practically means 25 to 30 per cent addition to the building without further capacity. Space costs money. If it can be proved educationally desirable, well and good. If not, can the expense be justified? If per capita floor space has been adequately provided, there appears to be little need for it. If floor space is inadequate, then the basic design is wrong.

The changes made in the original plans as a result of teacher participation in the planning are evidence that the teachers were asked for suggestions because there was a real desire to capitalize upon their experience and knowledge and not as a gesture toward democracy. The following are significant:

1. The building was changed from three stories to two stories.
2. One instructional unit consisting of two classrooms with an auxiliary room between was thrown together into one large generalized classroom to facilitate the operation of an activity program.
3. Internal design, the nature and amount of building equipment for such units as the library, arts and crafts, and science were practically dictated by the teachers.

In addition to showing constructive participation of teachers in building planning, the foregoing illustration serves to show how the services of the expert should be used by a faculty.

In some school systems in the country, teachers are participating in selection of personnel or in making decisions in cases where dismissal of a teacher is in question. San Diego, California; Pueblo, Colorado; Springfield, Missouri; and Highland Park, Michigan, are a few of the places where teachers are taking part in such administrative activities.

#### ONE ADVISORY COUNCIL IS POLICY-FORMING

There are other schools where the functional organization suggested in this book is not in use but where teachers are,

having a movable point of view and freedom of thought and action. Too often in the past superintendents have put pressure on the principal; and he has put pressure on the teacher; and the teacher, in turn, has put pressure on the child. We attempt to reverse this and make the child and his interests the motivating force. Thus the child and his teacher are elevated and the principal and superintendent become aids and supporters of their activities. All plans which affect the school are discussed by all teachers and in this they are encouraged to take the lead. I believe that, wherever the child and his interests are placed first, there will be democratic participation of teachers in school administration. Then teacher, pupil, and principal will embark joyously each day on the great adventure of learning and living together.

I must also add that any moves which I have made in new directions have been made possible by the democratic attitude of my superintendent, who has had enough faith in me to permit me to have a movable point of view. Democratic participation must be encouraged by those who are in authority if teachers are to become real, thinking people rather than mechanical robots as they too often have been in the past.

#### A COLLEGE FACULTY PARTICIPATES IN POLICY-FORMATION

An example of faculty participation in policy-formation at the college level is offered by the Rochester Athenaeum and Mechanics Institute, Rochester, New York.<sup>1</sup>

The Rochester Athenaeum and Mechanics Institute is so organized that the entire faculty participates in the formulation of all administrative policies. The means for assuring opportunity for participation is rather simple. There is a policy committee composed of the supervisors of the various departments with the president of the Institute as chairman. The committee meets weekly and meetings are open to faculty members upon the basis both of attendance and participation in the deliberations of the group. Furthermore, supervisors, as a rule, discuss policies

<sup>1</sup>This description was prepared by Mark Ellingson, President of the Rochester Athenaeum and Mechanics Institute.

nevertheless, participating rather regularly in school administration. Shaker Heights, a suburb of Cleveland, Ohio, has been carrying on an experiment with democratic administration. The main channel for teacher participation on an all-city level in Shaker Heights is a superintendent's advisory council which has a real policy-forming function. This council is assisted by temporary committees appointed by the council for specific purposes from the school and community at large. In all attacks on problems where the home is concerned, this council has provided for participation by teachers, students, and parents. In the separate buildings in the school system, faculty meetings are the main channel for teacher participation in policy-formation. There are teacher committees and student councils in most buildings. From all reports, notable progress in coöperative administration has been made in Shaker Heights.

#### DEMOCRACY COMES THROUGH EMPHASIS ON CHILDREN'S NEEDS

Another account, this time from an elementary-school principal, shows how democratic participation in administration may be secured by means of an emphasis upon the interests and needs of children.<sup>1</sup>

Whenever one attempts to tell what has been done in a certain school in order to achieve results, there is danger that the reader will accept the plan as a pattern of procedure to be followed. Instead, each administrator and teacher must study his own situation and plan in accordance with it.

I believe with Marion Paine Stevens that a teacher with a movable point of view is more important than movable furniture. It then becomes my problem as principal to aid my teachers in

<sup>1</sup> The description reproduced here was written by Esther Hardy, Principal of the Hayes School, Fremont, Ohio.

as to place control of all its affairs ultimately with the Faculty. Matters of educational policy and discipline are dealt with directly by them. Appointments and financial affairs are handled by the Board of Fellows, members of which are elected for three-year terms by the Faculty from their own membership. A Rector, elected by the Faculty from among the Fellows for a one-year term, presides over the Board, which elects a Secretary and a Treasurer. It is felt that no division should exist between educational and administrative functions, insofar as the guidance and responsibility for them are concerned, for the College is an organic social unit.

The students govern their own affairs by electing four student officers, the chief one of which is automatically nominated for election by the Faculty to the Board of Fellows for the term of his office. The student officers attend the monthly business meetings of the Faculty and meet from time to time with the Board to discuss problems concerning both students and faculty members, so that no action concerning students is taken without their opinion being considered. At intervals general meetings of the whole community are held in which every one is free to express his views.

Outside opinion and contrasting points of view on College affairs are provided by an Advisory Council composed of friends of the college competent to offer expert advice on special aspects of its work.

Another college where coöperative administration has been tried is the Central Michigan College of Education, located at Mt. Pleasant. Faculty planning committees are an established feature there.<sup>1</sup>

#### MANY BOOKS ARE WRITTEN BY THE FACULTY

Books written "by the faculty" are an indication of a trend toward democratic administration. One example is *A College Looks at Its Program* by the Muskingum College

<sup>1</sup> Kenneth L. Heaton and G. Robert Koopman, *A College Curriculum Based On Functional Needs of Students* (Chicago, University of Chicago Press, 1936), Chapter VI.

at department meetings before final action is taken by the committee.

As an adjunct to faculty participation, and in keeping with the Institute belief that continuous records are essential to planning, the policy committee keeps a policy book which records policies adopted and functioning. This book is available to all employees and removes all reason for members of the faculty to be ignorant of policies that are in force. Provisions are made for continuous codification of policies. A record such as the policy book affords a complete picture of policies related to the activities of the school and eliminates the confusion and misunderstanding so common when policies are determined and recorded solely by the administration.

The same techniques are followed in deciding policies in various minor administrative areas ranging down to the secretaries' committee charged with the responsibility for directing the manualization of duties and responsibilities of secretaries in the several offices of the Institute.

#### A COLLEGE HAS COÖPERATIVE ADMINISTRATION

A college catalogue yields a description of a still different attempt at coöperative administration. There is no division between educational and administrative functions. The faculty elects its own Rector and Board of Fellows. Participation by both faculty and students is provided for. Student officers attend faculty business meetings regularly. Outside opinion is invited also.<sup>1</sup>

Black Mountain College was founded in the fall of 1935 by a group of teachers and students interested in the idea of a co-educational college, unhampered by outside control, where free use might be made of tested and proved methods of education, where new methods might be tried out, and where there should be candid recognition of the importance of participation in responsibility by students as well as Faculty.

When the College was incorporated its charter was so drawn

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<sup>1</sup> Catalogue of Black Mountain College, Black Mountain, N.C., 1937-1939, p. 5.

growth, and upon systematic experimental study of professional problems, is compatible with the fullest development of native capacity. Likewise, the emphasis upon coöperative activities and upon the value of criticism is consistent with the democratic ideal.

*The Developing Curriculum at the Matthew Whaley High School, Williamsburg, Virginia*, written by the faculty, is another example of the trend toward democratic administration. A third is *A Philosophy for Southfield School by the Staff of 1939-1940*.<sup>1</sup> Even the annual report to the board of education may be written by the faculty as it is in some schools.

Another opportunity for participation on the part of faculty members is offered by the requests for evaluative reports that frequently come to a school system from a state department of instruction or from other groups searching for materials. It may be noted that increasingly in recent years educational yearbooks contain articles written by a faculty committee. *A Brief Evaluation of Shorewood High School* was written by two faculty members, one parent, one student, and the principal.<sup>2</sup>

Other schools where experiments in democratic administration have been carried on are the Junior High School, Provo, Utah; the Ann Arbor, Michigan, Public Schools<sup>3</sup>; and the Ohio State University Schools, Columbus, Ohio.<sup>4</sup> By no means all of the experiments with coöperative educational administration now being carried on in this country are referred to in this book. Examples have been given of some

<sup>1</sup> Shreveport, Louisiana.

<sup>2</sup> Annual report from Shorewood, Wisconsin, High School to the North Central Association of Secondary Schools and Colleges, November, 1941.

<sup>3</sup> Department of Elementary School Principals, *Democratic Participation in Administration*, Eighth Yearbook (Lansing, Michigan, Michigan Education Association, 1935), pp. 37-57.

<sup>4</sup> *Educational Research Bulletin*, XV, No. 2 (February 12, 1936), College of Education, Ohio State University, Columbus, Ohio, pp. 50-52.

Faculty, New Concord, Ohio. The underlying concepts which are stated in Chapter II by R. W. Ogan, dean of the college, are worth reviewing, for they indicate that this group, working at the college level, has caught the spirit of the coöperative approach to problem-solving. These are the underlying concepts that guide the Muskingum College faculty in its work together.<sup>1</sup>

1. Every faculty member needs to adventure in his professional life.
2. Every faculty member needs to study systematically educational problems of local importance in which he is concerned.
3. A boldly experimental, fact-finding approach to the study of the problems of undergraduate education fosters progress.
4. Every faculty member needs to appraise educational results.
5. The professional merit of a faculty member should be measured largely in terms of evidence of professional growth.
6. Coöperation rather than selfish competition among faculty members fosters progressive improvement in the educational program of a college.
7. The administrators of the college should facilitate progressive change by the stimulation, the encouragement, and the coördination of faculty efforts.
8. A clear formulation of objectives aids in the achievement of progressive change.
9. Substantial changes should come slowly.
10. Faculty activities should be compatible with the democratic ideal.

Dean Ogan indicates the interrelationship of these concepts.

The program of faculty studies and the underlying concepts presented seek to give an expression to this ideal. The emphasis, for example, upon adventuring, upon personal and professional

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<sup>1</sup> *Muskingum College Faculty, A College Looks at Its Program* (Muskingum College, New Concord, Ohio, 1937), p. 25.

stage of an activity from the time that purposes are determined and a plan of action mapped out to the time when the plan has been carried out and the results evaluated.

5. If an administrator insists upon limiting the areas in which teachers are to participate, the limitations should be as few as possible. The areas in which teacher participation is to occur should be well understood by all.
6. The board of education should be recognized as the final authority for the adoption of school policies not only for the reason that the board possesses the legal right but also for the reason that it represents the public, which is a larger democracy than the school personnel.
7. Every effort should be made that teacher participation shall consume the least possible amount of time and energy required to get a good job done. To facilitate group action, the group should search for the best techniques of coöperative action.
8. Terms in common use, such as *democracy*, *leader*, *expert*, should be defined by the group to avoid misunderstanding and confusion.
9. Information that applies to a given problem, such as budgeting data, should be made available to all participants.
10. At all times the teacher should be helped to feel as secure as possible through
  - a. Being assured that he is free to do the best job with the pupils that he knows how to do.
  - b. Having all his contributions treated with respect.
11. Never should it be forgotten that the teacher is a person in his own right and is entitled to a normal life.

Is participation important independent of the way in which it is obtained? Do you agree with the foregoing suggestions regarding participation?

II. A college president remarked one day, "We have a great many committees. We put every faculty member on at least one committee. That way no feelings are hurt. Of course, some of the committees never meet."

Do you believe that participation of college teachers should differ from that of other teachers?

#### *Suggested Activities*

1. Describe the best socialized and the least socialized teacher you have known.
2. Think over the teachers you know. In which of the three basic problem areas of education listed on page 173 do you believe they are least well informed?

situations for which records are available. A similarity of purpose and of approach may be noted in all of the examples given.

#### IMPLICATIONS AND APPLICATIONS

##### *Illustrative Situations*

I. A group of educators in conference recently arrived at the following statement of beliefs with regard to teacher participation:<sup>1</sup>

Teacher growth is dependent upon the kinds of experiences teachers have. Since teachers, like children, learn by doing, experiences are most productive of growth if they involve the active participation of the individual. Teachers should have the experience of participating continuously in coöperative planning of the policies and regulations which affect them. This is not to advocate participation merely for the sake of participating. It is to advocate participation under conditions which will contribute to the growth of the individual teacher and which will professionalize the teaching group. Teacher participation in group efforts should also contribute to the general improvement of the school program, for group opinion, when based upon sufficient evidence, is better than the opinion of a single individual.

In order that teacher participation may be satisfying to the individual and stimulate his growth as well as contribute to the continuous improvement of education, it is suggested that several precautions be taken.

1. Administrators should demonstrate at all times that the participation of teachers is needed and wanted and that the results of group and individual effort will be used.
2. The basic choice of whether an individual teacher will or will not participate in a given activity should actually be his own. The teacher must desire to participate if participation is to be educative. If administrative agents attempt to stimulate a desire to participate on the part of a teacher, the means of stimulation employed must respect personality.
3. The machinery of organization should make possible the continuous participation of all members of the staff who care to take part.
4. Opportunities for teacher participation should be provided at every

<sup>1</sup> *Teacher Growth Through Participation*, Lithoprinted Series No. 5 (Lansing, Michigan, Michigan Coöperative Teacher Education Study, June, 1942).

lying teacher participation; Part II contains examples of current practices.

Department of Supervisors and Directors of Instruction, *Cooperation: Principles and Practices, Eleventh Yearbook* (Washington, D.C., National Education Association, 1939). Experimentation with different types of organization for democratic coöperation in school administration is reported in Chapter XI.

—, *Mental Health in the Classroom, Thirteenth Yearbook* (Washington, D.C., National Education Association, 1941), Chapters XVI, XVII. Pre-service and in-service growth of teachers is discussed.

FAWCETT, HAROLD, "We Choose Our Director," *Educational Method*, XVIII (May, 1939), pp. 402-407. This article tells how the faculty of the University School at Columbus, Ohio, went about choosing a new director.

HARTMANN, GEORGE W., "A Critical Appraisal of Teachers' Social Attitudes and Information," *Harvard Educational Review*, IX (May, 1939), pp. 296-306. A report on a study made for the John Dewey Society, this article casts some doubt on the scholarship of the nation's teachers and shows a "comic mixture of views."

John Dewey Society, *The Teacher and Society, First Yearbook* (New York, D. Appleton-Century Co., 1937). A study that deals with the teacher as a person and the teacher at work.

—, *Democracy and the Curriculum, Third Yearbook* (New York, D. Appleton-Century Co., 1939). The relationship of the teacher to the improvement of the curriculum and some promising efforts in this direction are presented in Chapters XVII and XVIII.

—, *Teachers for Democracy, Fourth Yearbook* (New York, D. Appleton-Century Co., 1940). This volume shows the direction in which in-service education of teachers must move.

MOSER, WILBUR E., "Do Teachers Help Run the Schools?" *The Nation's Schools*, XXIII, No. 1 (January, 1939), pp. 51-52. The report of an objective study to find whether democracy in school administration really exists.

MUMFORD, LEWIS, "The Social Responsibilities of Teachers," *Educational Record*, XX (October, 1939), pp. 471-499. Mumford makes the point that the teacher should "exemplify the social man."

MYERS, ALONZO F., KIFER, LOUISE M., MERRY, RUTH C., and FOLEY, FRANCES, *Cooperative Supervision in the Public Schools* (New York, Prentice-Hall, 1938). Part IV discusses the professional improvement of teachers in service.

NUTTALL, L. JOHN, JR., *Teacher* (New York, The Macmillan Co., 1941). The administrative policies under which the teacher works and the type of leadership with which he coöperates help to determine his effectiveness.

3. Describe a faculty meeting from which teachers at all levels and of all interests should profit.
4. Have you ever belonged to a group with which you felt strongly identified? Describe the experience.
5. Interview a number of superintendents, principals, and teachers. Ask for descriptions of teacher participation in their schools. If possible, compare the accounts of an administrator with those of teachers from the same school.

### *Questions for Discussion*

1. It has been asserted that teaching requires a greater degree of socialization than does ordinary living. Do you agree?
2. If teachers are to grow while in service, stimulation and help are needed. Who should take major responsibility for teacher growth?
3. If teachers are constantly working together to improve themselves and their services, a great deal of time is required. If they remain in their classrooms and do not attack systematically the group problems that arise, the school stagnates. What are some possible solutions to this problem?
4. The committee plan of division of labor is in wide use. What are some of the advantages of committee organization and what are some pitfalls to be avoided?
5. It has been proposed that the individual school have a socialization committee rather than a coördinating committee. What is the difference between these two committees?
6. Various methods for making committee assignments are in use. Do you believe every teacher should be required to serve on a committee? How should committee appointments be made?
7. In democratic administration, does the administrator have a right to refer certain problems as they arise to an appropriate committee?

### SELECTED REFERENCES

BIMSON, OLIVER H., *Participation of School Personnel in Administration*, Doctor's Thesis, University of Nebraska, Lincoln, Nebraska, 1939. Chapter IV describes a number of different methods of teacher participation in use throughout the country.

CASWELL, HOLLIS L., and CAMPBELL, DOAK S., *Curriculum Development* (New York, American Book Co., 1935), pp. 468-473, 487-521. Teacher participation and administrative organization in curriculum development are discussed.

Department of Elementary School Principals, *Democratic Participation in Administration*, Eighth Yearbook (Lansing, Michigan, Michigan Education Association, 1935). Part I gives the philosophy under-

## Chapter 7

### STUDENT PARTICIPATION

The acceptance of democratic socialization as the unitary objective of education in American democracy places upon the faculty the responsibility for providing socializing activities of great variety and in large number for the students in their charge. Obviously all of the experiences of children, if they are educative experiences, will contribute to the objective of democratic socialization. Thus, certain curricular experiences in the social studies and sciences have great socializing value. Or, again, it may be in the field of mathematics or the arts or language that a child will have an experience that is particularly socializing. It is not, however, within the scope of a book on organization to deal at any length with the rôle of the more or less traditional curriculum as a socializing agent. Instead, it seems more important to show how students may become socialized through optimum participation in an organization that provides for student contributions to the group life.

In the functional organization outlined in Chapter 4, provision is made for teacher participation in curriculum activities through the Curriculum-Activities Committee in conjunction with the Socialization Committee to which that committee is responsible. The Curriculum-Activities Committee would be failing in one of its specific functions<sup>1</sup> if it did not provide for an extensive parallel organization through which students also might participate in the plan-

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<sup>1</sup> See Chapter 4, p. 79.

PHILLIPS, BURR W., editor, *In-Service Growth of Social Studies Teachers*, Tenth Yearbook (Cambridge, Mass., National Council for the Social Studies, 1939). "A manual of useful suggestions to stimulate the desire and the will to professional growth."

REEVES, FLOYD W., "The Social Philosophy of Teachers," *Elementary School Journal*, XXXIX (October, 1938), pp. 97-111. Referring to the study made for the John Dewey Society, the writer blames the education of teachers for their failure to develop a liberal philosophy.

SEARS, JESSE B., and OTHERS, *Tracy Union High School Survey* (Tracy, California, Tracy Press, 1935). A study of teacher participation in the management of one high school.

SIMPSON, RAY H., "Are Your Teachers Learning?" *School Executive*, LXI, No. 4 (December, 1941), pp. 16-18. A yes-no examination for school executives.

SMITH, NILA BANTON, *Adventures in Teacher Education* (San Jose, California, Stewart Publishing Co., 1937). Socially significant pre-service education of teachers is described with abundant illustrative material.

are *psychological security, confidence in associates, and loyalty to a common purpose.*<sup>1</sup>

Hanna must have been thinking along this line when he emphasized the loss that occurs when there is no provision for coöperative student enterprises.<sup>2</sup>

With no sense of belonging to a great enterprise which demands their loyalties and their labors, with no responsibility for making a contribution to the larger group, the young develop few of those character traits which are so essential and basic in a highly interdependent modern society.

Worth-while opportunities for student participation may be found within the walls of the school. In two recent publications, the values of student participation in the government of the school community have been emphasized strongly. Caswell writes:<sup>3</sup>

Direct provision should be made for democratic organization and direction of the school community. If the school is to be a constructive social force the beginning in democratic procedure must be made in its own organization. The optimum curriculum will look to the school community as a source of unusual educational possibilities and will include many experiences related thereto.

In the same vein, Morrison writes of the school and its activities as offering an ideal laboratory or controlled situation in which young people may experience democratic living:<sup>4</sup>

<sup>1</sup> Educational Policies Commission, *Education and the Morale of a Free People* (Washington, D.C., National Education Association, November, 1931), p. 6.

<sup>2</sup> Paul R. Hanna, *Youth Serves the Community* (New York, D. Appleton-Century Co., 1938), p. 33.

<sup>3</sup> Hollis L. Caswell in *Democracy and the Curriculum, Third Yearbook of the John Dewey Society* (New York, D. Appleton-Century Co., 1939), p. 418.

<sup>4</sup> Nellie C. Morrison in *Cooperation: Principles and Practices, Eleventh Yearbook of the Department of Supervisors and Directors of Instruction* (Washington, D.C., National Education Association, 1938), pp. 42-43.

ning of curriculum activities. Students participating in such an organization will be dealing with problems which would not come under their jurisdiction in an authoritarian situation.

#### PARTICIPATION HAS SOCIALIZING VALUE

There is good reason for widening the amount and character of student participation. Education is a complex activity. The successful operation of any educational program demands a high level of coöperative activity on the part of all the individuals who are directly or indirectly involved. This means, then, that if democratic coöperation among the entire faculty is an effective method of achieving group purposes, democratic coöperation among students and faculty is doubly effective. From the standpoint of allowing the school to fulfil its purpose more efficiently, it is extremely worth while to give *girls* and *boys* as well as *teachers* maximum opportunity to participate in the planning, execution, and evaluation of curriculum activities. Such participation has the utmost socializing value. Children learn how to live richly in a democratic society only by practising such living. They learn to coöperate democratically only by engaging in enough realistic activities to teach them coöperation. They learn to participate effectively in government only by actual participation on innumerable occasions. In the final analysis, an efficient school is one that facilitates the democratic socialization of learners.

opinions on problems that confronted the school. The problems of any school should be thoroughly discussed, not only in faculty meetings but in council meetings. The students are going to be the victims or the beneficiaries, as the case may be, and in all cases should at least have a voice in the action taken. When a student learns that what he says or does affects not only himself but his fellow classmates as well, he becomes socially conscious and that is something the world is sadly in need of today. It can be concluded that a council makes the students conscious of their problems and the necessity of dealing with them in a manner that is serious and unselfish.

✓ The second thing that these councils do is to develop in the student body at large a feeling of responsibility to themselves and their school in electing their representatives. They have seen, through the mistakes of their fathers, that the electing of the proper officials is necessary to a functioning body. This tends to take away from the elections the idea of a "popularity contest." I do not mean that a popular person should be disregarded, for students will follow those who are popular. However, students are not looking for athletic wonders but for persons with ability along governmental lines when they are holding student-council elections. If the school hero is elected, this popular person is impressed with the council and takes on its duties along with the rest, thus setting an example for the school to follow. Once the school hero is a member of the council, the students begin to feel a bit more interested in the organization. The combination of leader and athlete is more help than hindrance, for this type of person tends to bring the school more closely together—thus creating a fine spirit. Where, as in some cases, the leader is not a star athlete, you are likely to find a school divided into two definite sets. It would be advisable, if possible, to make the star athlete or the uncrowned leader a member of the council and give him some responsibility. It is absolutely necessary that leaders be on the student council for their own good and for the good of the school.

It has been agreed by the majority of us that our governments are not what we want them to be. We know that the acts which some legislators pass are a result of personal interests, that they have not the interests of others at heart, and that they are working for personal glorification. One reason for this is that they were elected, not because of their ability, but because they were *hail-fellows-well-met!* Whom can we blame? No one but the

[The school] is an artificial community in the sense that it does not spring up naturally, but it is created for a special purpose. It is a less complex community, ideally more truly democratic than society as a whole, and offering fewer disruptive influences to higher success. The life of the school as a whole, the work of councils, committees, assemblies, organizations, groups of all kinds, constitute the very heart of school curriculum in [the] new school, instead of being extra-curricular, as they have often been considered. Such clearing houses as forums, group discussions, and conferences at which young people exchange and validate opinions and the results of their research are a necessary part of the program of the new school. These are the activities which give practice in real coöperation. It is here that the student feels his responsibility as a member of a group. He does his part in caring for school property; he assumes a fair share of responsibility for school activities; he does not wilfully disturb the progress of others as they work and play; he must work with others to accomplish well-defined purposes.

#### A STUDENT GIVES TESTIMONY

What Hanna, Caswell, and Morrison have to say regarding the importance of student participation in the organization of the school as a socializing experience would seem to justify the emphasis upon that area in the present chapter. Testimony of a different sort might be added at this point. A high-school student who participated in coöperative school government in both his junior- and senior-high-school years has made the following analysis of the values of such experience. It is interesting to note that, in his own way, this student stresses some of the same points that Morrison made.<sup>1</sup>

My first impression of student councils, an everlasting one, was of the seriousness of such a body. To me it seemed like a golden opportunity to express myself to others and also to hear

<sup>1</sup> By Robert O'Hara, written during his senior year at the Ann Arbor, Michigan, High School when he served as President of the Student Council and was also a member of the football, basketball, and track teams.

## MANY STUDENT COUNCILS ARE INEFFECTIVE

The faculty that accepts the point of view presented so far may wish some concrete and practical suggestions for helping a large number of students to participate in a way that will actually promote their socialization. Most secondary schools have student councils already and many have found them largely ineffective. One reason for this ineffectiveness is that student government is often just a name. The students have little or no authority to make decisions of any kind. Recommendations they pass on to the faculty often do not receive just consideration. In fact, the sessions of the council itself are usually dominated by the faculty.

Take a typical senior high school. Let us call it High School X. The student Council of High School X has a constitution. Representatives to the Council are legally elected. A short period is set aside daily for discussion of school problems if pupils or teachers care to use it. There is a channel by which problems, if raised, may be referred to the Student Council. There is a means of reporting Council action to the student body. This looks like an ideal setting for democratic action. But what happens? Listen to the conversation in the halls:

"Oh, Mr. Brown and Miss Smith will decide on that."

"They wouldn't let us do anything like that."

"What's the use of having a Student Council? We never get a chance to do anything."

"I don't go to Council meetings any more. Nobody talks but the teachers and Mr. Brown."

Complaints like these reveal the attitude of the pupils in that school toward their Council. The conversation shows that student government there is a farce, a piece of machin-

voters themselves. They did not know what to look for in electing their man. The reason they did not was that they had had no previous experience in thinking along such lines. When they did have their chance, they were totally unprepared and thus got the type of persons we have now. The way that this can be corrected is by having a chance to participate in government before entering into the world.

School is an institution which individuals attend before entering upon life itself. The purpose of the school is to prepare these individuals for a complete and well-balanced life. It is the duty of the school to acquaint students with the problems that they will be confronted with upon graduation. You and I know it will not be a problem of going home and studying. It will be one of going home and making decisions—decisions that will affect their whole lives. What students learn in algebra, English, and other classes will not help them make these decisions. It is what they learn about the social world that will help them more. If they learn how to think for themselves, conduct themselves, and work with others, their decisions will be much easier.

It would be fine if what individuals did affected only themselves, but this world is not that simple for, when anything is done, some one will feel the results. It is like dropping a stone into a pond; the ripples keep going until they hit the shore. Compare this to the world you live in. What you do may not affect any one very seriously, but should every one do something he wanted to do, the results would be similar to those that would result from dropping a boulder into a small pond. It is this selfish attitude that must be straightened out, and the place to do it is in the school where the results of such action can be seen. The way they can be seen is by self-government. It is through our mistakes that we learn and it is best that we learn where we will be guided through the bungling period.

A school where the government is left entirely to the faculty is not successful and, of course, students cannot run a school by themselves. There must be, as in our democratic form of government, a check and a balance system. If a school is to be run at all fairly and with some success, there must be no domination by any one group or person. That is the principle on which democracy is based and, therefore, it is necessary that students be taught this and have a chance to practise it where they will receive the most encouragement.

ment as well as to achieve successes. If school organization is merely a front behind which teachers dominate school decisions, a large part of the educative value of the experience is lost. This is not to imply that a school can suddenly be placed under student control when it has previously been governed entirely by teachers, but it is to say that the success of a school can be measured to no small degree by growth in the interpretation and utilization of democratic processes in its government. Third, the areas of democratic control in a school community must be extended far beyond disciplinary and similar problems. Not only should these aspects of school government be handled on a democratic basis, but student concern and responsibility should reach such matters as the maintenance and operation of the school plant itself, the operation of cafeterias, school services to the community, and the like. It is assumed, of course, that students should take increasing responsibility for sharing the instructional program as well.

One reason for the failure of student government has frequently been domination by the faculty. A second reason for its failure is that participation has been limited both in areas of experience and in the numbers of children who have been given an opportunity to participate in the government of the school community. It is usual in schools for only twenty-five to forty students out of a large student body to have direct governmental experience at one time, and this only in a restricted field.

To remove the second reason for failure of student government, research and experimentation must be carried on to find in a given situation suitable activities for learners to engage in. Kilpatrick's definition of an educative experience is apropos.<sup>1</sup>

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<sup>1</sup> William H. Kilpatrick in *Socializing Experiences in the Elementary School*, Fourteenth Yearbook of the Department of Elementary School Principals (Washington, D.C., National Education Association, 1935), p. 543.

ery inserted into a smooth-running, principal-dominated school only as a concession to modern trends.

High School X is not an extreme case. How many high-school principals would allow their students to discuss the implications of honor societies, honor banquets, honor rolls, honor awards, and of school parties so prohibitive in price that they are attended by only one-sixth of the school group? How many would refer to the student council the health problem of candy bars on sale several times a day by organizations wishing to earn money?

The rôle of the student council in the average secondary school is pitifully small. It has a word to say about the athletics and parties. Perhaps a grievance is aired now and then. *Most student councils are extra-curricular activities dealing with insignificant affairs.* In the majority of elementary schools there is no provision at all for student participation in all-school planning in spite of the fact that this means great waste of educational opportunities.

Caswell, in establishing three principles upon which student participation in the school community should be based, implies essentially the same qualitative criticisms of student government brought out in the foregoing discussion.<sup>1</sup>

First, the operation of the school community must be given a significant part of school time. Democracy is more costly of time than the more autocratic types of government and definite time allotments must be made for the operation of the machinery of living at school. Student committees, conferences, elections, and reports must be looked upon as matters of major importance. Second, students must actually be given the dominant place in carrying forward these activities. There must be no subterfuge. They must have the right to make mistakes in their govern-

<sup>1</sup> Hollis L. Caswell in *Democracy and the Curriculum*, Third Yearbook of the John Dewey Society (New York, D. Appleton-Century Co., 1939), p. 419.

tionship with the student government, sharing with the students the responsibility for school management.

### *Subcouncils Increase Participation*

One school, after several years of experimentation, developed an organization which was truly functional. It was realized that the Student Council of thirty members was giving experience to only a small fraction of 500 pupils. Furthermore, in a school of that size there were numerous responsibilities that pupils could accept with more profit than the teachers. It was found that those small matters that are thorns in every principal's existence and that are usually left untouched because of lack of time could be assigned to student committees. Soon many subcouncils were in action, with more than three-fifths of the student body serving on them and voluntarily remaining after school for forty-five minutes once a week to do so. Each of these subcouncils was justified only by its need. Whenever a phase of school organization necessitated continuous planning, discussion, and administration, a subcouncil was formed which:

1. Planned creatively for its own particular phase of school organization.
2. Reported weekly to the Student Council and to any class or advisory [homeroom] of which it might be representative.
3. Was a tangible body to which all matters concerning that definite phase of activity might be referred.

The need for a subcouncil might be first recognized by either students or faculty members.

Each small council had a faculty adviser, several of whom served on the faculty committee concerned with student affairs (the Curriculum-Activities Committee). Members of the Student Council took the chairmanships of the subcoun-

An actual situation responsibly faced is the ideal unit of educative experience.

Students must have opportunities to face actual situations responsibly if they are to grow. Just as experience has shown that teachers will participate more regularly and effectively through the channels of a functional organization, so with students. It is not necessary or desirable for the functional organization of the faculty to be operating long in advance of the functional organization of the students. In an experiment in democratic coöperation, it is better for all to grow up together, provided the teachers, who are responsible for guidance, have a social attitude and some knowledge of basic principles and techniques.

A functional organization of students gives them training in leadership, group thinking, and group responsibility. The faculty Curriculum-Activities Committee has the difficult task of furnishing just the right leadership to the students as they work out their own problems. This committee must discover effective procedures whereby students will have ample opportunity to learn self-direction and self-control.

#### STUDENT ORGANIZATION CAN BE EFFECTIVE

Is it possible to find a type of student government that approaches fulfilment of the three principles set up by Caswell—sufficient time allotment, a dominant place to students in their own organization, and sufficient activities of significant character for the student organization to engage in?<sup>1</sup> Let us examine another system of student government to see if the *machinery* provides for widespread participation on the part of the students and if in actual practice the faculty has been wise enough to maintain the proper rela-

<sup>1</sup> *Op. cit.*

cils in order that there might be direct reporting to the Council and that close relationship with the Council might be maintained.

An attempt was made to use good techniques of group discussion both in the subcouncil meetings and in the sessions of the Student Council. Care was taken to coördinate the planning done by the students with that done by the faculty in a coöperative and democratic way. There was no complaint that the teachers were "running things." Never in the history of the school had greater interest and pride been shown in all that the school was doing. Lessons learned from revising the constitution of the student league and working out the by-laws of the school, as well as from conducting the semiannual elections, were invaluable lessons in the mechanical aspects of citizenship.

All subcouncils met at the same time in order that no pupil might belong to more than one council. Thus participation was spread. The councils were representative of advisories,<sup>1</sup> social-studies classes, English classes, and integration classes, or consisted of volunteer membership as the activity demanded.

Chart VII shows the organization of the student league during one year.

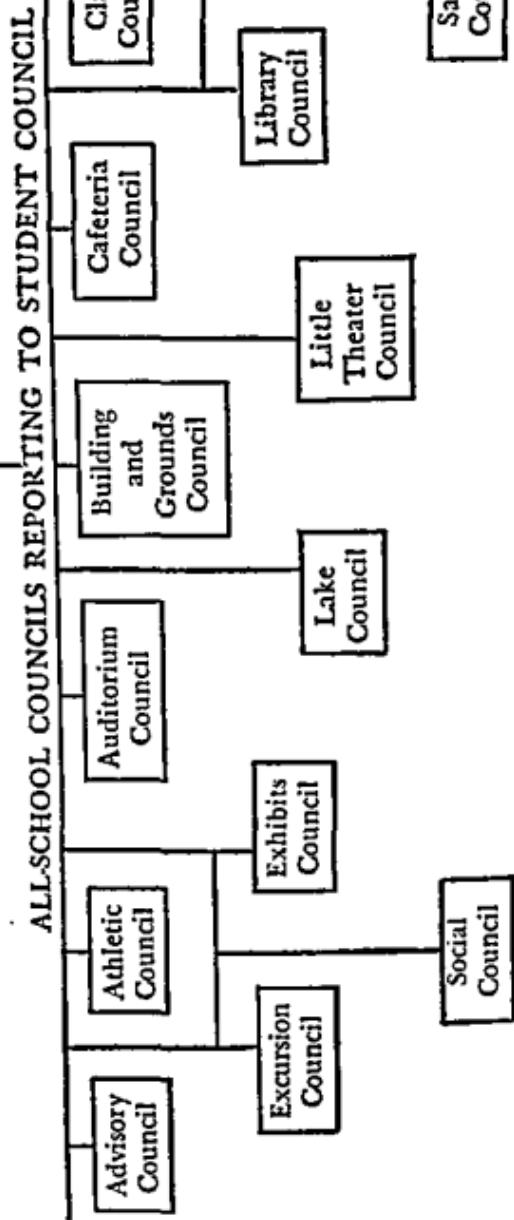
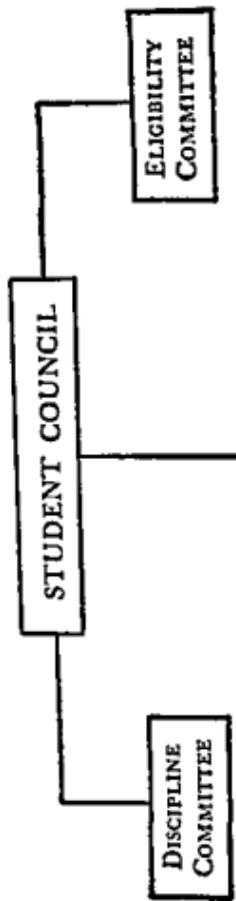
The Student Council in this school became the clearing house for the results of work done by the eighteen subcouncils. Its job was outlined in terms of the functions of the subcouncils. Its scope was as large as the school itself. This could scarcely be dubbed "an extra-curricular activity dealing with insignificant affairs." In fact, it soon became necessary for the Council to meet twice a week in order to care for all its items of business and to allow plenty of time for *group thinking*.

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<sup>1</sup> Homerooms.

## CHART VII

### CHART OF STUDENT ORGANIZATION



## BY-LAWS OF THE STUDENT LEAGUE

*I. Advisory*

- A. Advisory periods that are regularly used for business meeting and programs shall not be used
  - 1. As a study hour
  - 2. For games out-of-doors or in the gymnasium
  - 3. For refreshments, except on special occasions

*II. Auditorium*

- A. No one shall be permitted to take books to assembly for studying or entertainment.
- B. Every one participating in an assembly program receives integration credit unless the same program has been given in integration class.

*III. Cafeteria*

- A. All students are to present their lunch cards before eating and dispose of dishes, bottle caps, and so forth correctly.
- B. Students are requested not to push in line, comb their hair in the lunch room, eat on the bread board, or save places in lunch room or hall.

*IV. Class*

- A. All school meetings shall be conducted under rules of parliamentary law with modifications authorized by the Class Council.

*V. Costume*

- A. Requests for costumes for integration classes must be presented to the chairman of the Little Theater Council at the Thursday meeting a week before the costumes are needed.
- B. Make-up materials are to be used only for main productions and assemblies.
- C. Costumes must be returned the same day that they are used.

*VI. Discipline*

- A. The disposal of traffic violations shall be
  - 1. First offense—conference with adviser
  - 2. Second offense—conference with the Discipline Committee
  - 3. Third offense—conference with adviser and one hour after school

The table below shows the composition of the subcouncils and the group to which each one reported. In addition to the group indicated, each subcouncil also reported to the Student Council.

SCHOOL COUNCIL MEMBERSHIP AND ATTENDANCE

| Council                    | Reports To      | Repre-sen-tatives | Volun-teers | Total Member-ship | Average Percent-age of Attend-ance |
|----------------------------|-----------------|-------------------|-------------|-------------------|------------------------------------|
| Advisory ....              | Advisory        | 15                |             | 15                | 90                                 |
| Athletic ....              | Advisory        | 28                | 1           | 29                | 80                                 |
| Auditorium ..              | Social Studies  | 18                | 3           | 21                | 85                                 |
| Building and<br>Grounds .. | Advisory        | 13                |             | 13                | 80                                 |
| Cafeteria ....             | Advisory        |                   | 14          | 14                | 90                                 |
| Class .....                | First Hour      | 18                |             | 18                | 85                                 |
| Costume ....               | Advisory        |                   | 35          | 35                | 90                                 |
| Discipline ...             | Student Council | 5                 |             | 5                 | 100                                |
| Excursion ...              | Social Studies  | 19                |             | 19                | 85                                 |
| Exhibits ....              | Social Studies  | 19                | 5           | 24                | 80                                 |
| Lake .....                 | Advisory        | 7                 | 28          | 35                | 85                                 |
| Library ....               | Student Council |                   | 10          | 10                | 85                                 |
| Little Theater             | English         | 18                | 7           | 25                | 85                                 |
| Noon Duty..                | Student Council |                   | 13          | 13                | 70                                 |
| Records ....               | Advisory        | 14                |             | 14                | 80                                 |
| Safety .....               | Advisory        |                   | 18          | 18                | 80                                 |
| Social .......             | Advisory        |                   | 22          | 22                | 85                                 |
| <b>TOTAL .....</b>         |                 | <b>174</b>        | <b>156</b>  | <b>330</b>        | <b>85</b>                          |

#### *By-Laws Are Worked Out*

The by-laws as worked out by the subcouncils and passed upon by the Student Council give an indication of the variety of decisions the students found it necessary to make in order for school activities to flow on smoothly. They are reproduced in full here in order to show the complete picture.

of a class play be chosen by a committee of three elected by the class and meeting with the teacher and the Little-Theater Council member.

- C. No more than one royalty play per class may be given during a semester unless there is a surplus of \$25.00. All plays must be approved by the Little-Theater Council member.
- D. Whenever a regular stage crew is on the stage at the time of a play, the class stage manager will work under the crew.
- E. The dimmers may be used only with the permission of the teacher in charge of stagecraft.
- F. No mechanical or electrical device or a device using an open flame may be used on the stage at any time without the permission of the teacher in charge of stagecraft.

#### XII. *Noon Hour*

- A. Pupils who live farther than one-half mile from school or who cannot go home for lunch for other reasons satisfactory to their advisers may obtain permission to eat in the school cafeteria.
- B. Pass cards signed by the sponsor of the Noon-Duty Council are issued to all students eating in the cafeteria.
- C. Pupils who bring lunches or buy only milk are to go to the west end of the lower corridor; others are to line up at the door of 105 until allowed to enter the cafeteria.
- D. Pupils are expected to clean up after themselves.
- E. Pupils are not to place chairs at the end of the tables in the hall.
- F. Pupils are to stay in their places until the noon-duty teacher leaves.
- G. Pupils are not to take food from the room designated as the lunch room.
- H. Pupils eating first are, during unpleasant weather, to have the use of the gym, which will open at 12:20. The gym is to be used for quiet games such as cards and ping pong, but not for handball, basket throwing, apparatus work, or mat work.
- I. Other pupils may use the library as a reading or study room or go outside if the weather is pleasant.

4. Fourth offense—conference with parent, adviser, and Principal
- B. The disposal of class violations shall be
  1. First offense—conference with the Discipline Committee
  2. Second offense—conference with the Principal

#### VII. *Excursion*

- A. Each class may have one out-of-town excursion each semester.
- B. In taking a local excursion, the class will assemble at its destination and need not return to school at the close of the excursion.
- C. Each class may take one local excursion every three weeks.

#### VIII. *Exhibits*

- A. World-Fair projects shall be kept in a place designated by the Principal.
- B. Those handling World-Fair projects shall be responsible for them.

#### IX. *Lake*

- A. No more than thirty-one pupils and no less than two teachers or approved adult leaders may go on a trip.
- B. All leaders, except the boy from the Truck Committee and one cook, should be taken from the Lake Council.
- C. Drinking water should be tested at Lansing as early in each semester as possible.

#### X. *Library*

- A. No encyclopedias may be taken from the library.
- B. Magazines may be borrowed for only one day.
- C. One book at a time may be borrowed for two weeks.
- D. Two cents a day must be paid for an over-due book.
- E. Pupils using the library for reference work during a class hour must be supervised by a teacher.
- F. Pupils who are not quiet will be given violation slips by the person in charge of the library.
- G. No furniture may be taken from the teachers' room without proper authority.
- H. Books are to be returned to the library desk.

#### XI. *Little Theater*

- A. The maximum amount the Little Theater will pay in royalties per play is \$5.00.
- B. It is recommended that the characters and the director

4. Each group may have only one party a semester.
5. Any group may invite another whole group to a party but not individuals.
6. Only members of the school are to attend parties.

C. Picnics, sleigh rides, and other afternoon parties

1. Afternoon parties must close promptly at 5:30 with every one out of the building by 5:45.
2. Parties including supper must close at 7:00 P.M. with every one out by 7:15.
3. In all activities for which transportation is necessary, arrangements must include one adult in each car.

D. Class-period parties

1. Permission for parties in the classroom shall be given only when the party is a direct outgrowth of a class activity.
2. Such permission is to be obtained from the Principal.

E. All-school parties

1. The entrance door is to open from 7:20 to 7:40 only. Students will be allowed to enter later only by special permission of the teacher in charge.
2. All-school parties shall end promptly at 10:30 with every one out by 10:45.
3. Only one all-school party shall be given a semester.
4. All teachers are expected to attend and at least four adult chaperons are to be present.
5. Parents may observe all-school parties from the gym balcony.

F. Weekly dances

1. A dance ticket is necessary for admission.
2. Dance tickets may be obtained from advisers in the following ways:
  - a. Ninth graders—present student ticket.
  - b. Seventh and eighth graders—present student ticket and a note from parent giving permission to dance.
3. Pupils must attend with the idea of participation. If they are too often spectators, they will be asked to leave.
4. No one is to be in the balcony or around the piano during the weekly dance.

- J. No pupils are to be allowed in the locker rooms during the noon hour.
- K. No pupils are to be allowed in rooms other than those mentioned except with a teacher or by written permission.
- L. Pupils are allowed to get their hats and coats on the third floor, but are not allowed to stay there.
- M. Pupils are to remain in the library or gym until dismissed to advisories.

### XIII. Safety

- A. A member of the Safety Council, while on duty, is to be shown proper respect by the pupils of the school.
- B. A violation slip is to be made out by the council member and turned over to the Discipline Committee for the following offenses:
  - 1. Crossing the street between intersections
  - 2. Roller-skating in the streets
  - 3. Riding two on a bicycle.
  - 4. Riding a bicycle zig-zag fashion
  - 5. Riding on the left side of the street
  - 6. Riding in any careless manner
  - 7. Riding on the running board of a car
- C. Parents and pupils are not to use the driveway of the school during school hours, except in bad weather.

### XIV. Social

- A. Party arrangements
  - 1. The date is to be arranged with the Social-Council sponsor.
  - 2. The date is to be checked with the Principal.
  - 3. The group is to sign up for the gym or auditorium on the schedule at the right of the auditorium doors.
  - 4. The group is to read the rules relating to time and conditions.
  - 5. The group is responsible for keeping the rules.
- B. Rules for parties
  - 1. Parties are to be held only on Friday night or a night before vacation.
  - 2. These parties are to close promptly at 9:30 with every one out of the building, lights out, and doors locked by 9:45.
  - 3. Rooms used are to be left in good order.

The work of the council is of three types: (1) planning of programs for weekly advisory meetings; (2) discussion and preparation for all-school guidance projects; (3) formulation of policies that apply to advisory activities.

Advisory programs are of several types. There are the guidance programs either in the vocational field or on such subjects as study habits, manners, or citizenship. Social programs with games or talent programs with musical numbers and readings also serve their purpose in helping the children to know each other better and in giving every one an opportunity to participate. Educational programs may consist of book reviews, story-telling, or hobby talks and special days also furnish opportunity for a great variety of things. Christmas or Easter may well be remembered in the advisory group by a sacred program. Other types consist of preparation for the donations made at Thanksgiving time, discussion of the use of proper party etiquette at the all-school parties, and clean-up projects.

Policies concerning the use of the morning advisory and study periods are discussed and recommendations made. Each advisory has a filing envelop in which are kept program suggestions and a weekly report on programs given.

**Recommendation:** Next semester the work of the council would be facilitated if it were a hard and fast rule that the chairman of the advisory-program committee must be the representative on the council.

### *Athletic Council*

**Function:** The Athletic Council manages tournaments, game-room rules, and refereeing, and conducts a track meet each spring.

**Accomplishments:**

1. Arranged ping-pong tournaments
2. Discussed the problem of attendance at advisory games (that is, for participants)
3. Suggested that the Student Council allow the Athletic Council \$3.00 per semester for various expenses
4. Referred various conditions (eating in locker rooms, cleaning them, and the like) to the proper committees
5. Supervised cleaning of cups given to advisories

**Recommendations:**

1. A gym teacher should be sponsor of this committee because he

## G. Dancing class

1. Any one may join by presenting his student ticket and giving his name to the teacher in charge.
2. Any pupil joining must be there on time at each meeting or send a substitute when absent.

## XV. Traffic

## A. Before school

1. Pupils are not allowed to enter the building before 8:10 in the morning and 12:55 at noon.
2. No pupils are allowed to use the gym before school.
3. Pupils are to go directly to their advisories upon entering the building.

## B. Between classes

1. Pupils are to go only south to north on the east side of the third floor.
2. Pupils are to go only north to south on the west side of the third floor.
3. Pupils are to take only one step at a time on stairs.
4. Pupils are to keep in single file on the stairs.
5. Pupils are to be as quiet as possible in the halls at all times.

## C. After school

1. Pupils should leave the building within 15 minutes of dismissal unless staying with a teacher or watching a game.
2. Pupils should bring wraps and books to games and leave immediately after the games are over.

*Final Reports Include Recommendations*

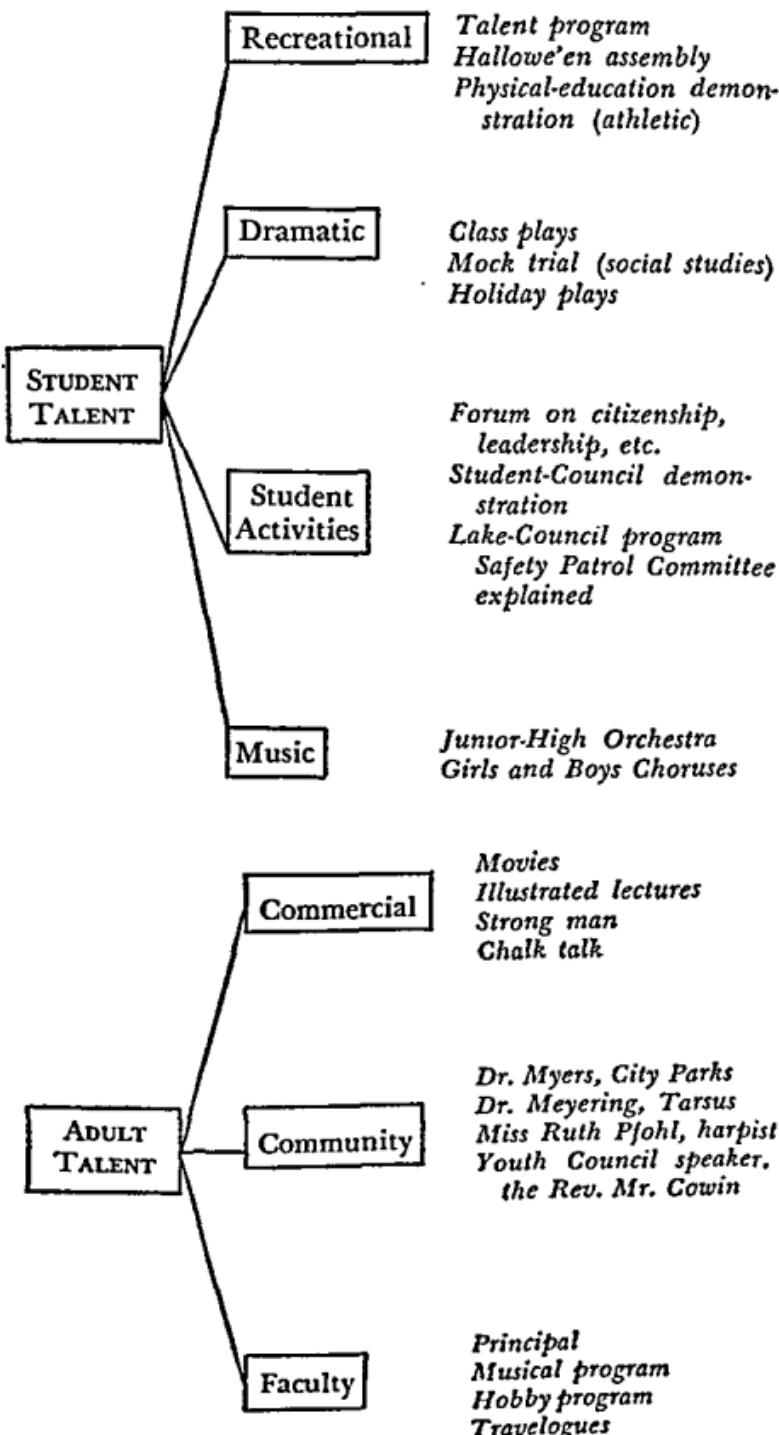
The final reports of the subcouncils, with recommendations for the following year, were compiled by the various advisers from the secretaries' minutes kept on file throughout the year. They, too, illustrate the wide scope of the problems that these young people solved.

## FINAL REPORTS OF SUBCOUNCILS

*Advisory Council*

The Advisory Council consists of one representative from each advisory. This person is usually chairman of the advisory-program committee.

CHART VIII  
ASSEMBLY PROGRAMS



or she would be in closer contact with athletic problems and could deal more efficiently with them.

2. Mirrors for locker rooms should be obtained.
3. Responsibility for the conduct of tournaments does not seem to be clearly placed as regards the physical-education department and the Athletic Council. This situation should be cleared up by a more definite allotment of functions to the Athletic Council.

### *Auditorium Council*

The work of this group falls into two divisions. The representative group, elected from social-studies classes, plans all assembly programs. In connection with this work, the members of the council get suggestions for programs from classes, prepare introductions, notify students and teachers of coming assemblies and their parts on the programs, and write thank-you notes to those people in the community who contribute to assembly programs. The chart opposite shows the types of programs given and examples of each. In addition to planning programs, this council has charge of the seating arrangements in the auditorium. A group of boys, volunteers, sets the chairs for every assembly.

Recommendation: Representatives should be elected from and report to English classes rather than social-studies classes.

### *Building and Grounds Council<sup>1</sup>*

The first meetings were primarily concerned with organizing the "lost and found" department. New keys were obtained and certain persons were assigned to scheduled duty at the case in which returned articles are kept.

The later meetings have been occupied with problems referred by other committees, general clean-ups of the building and grounds, and the discussion of preparations for building new parking spaces for bicycles and faculty cars.

#### Recommendations:

1. Plans for next semester's meetings should include some assurance of more regular attendance.
2. A group interested in detective work should be organized within the council to take the responsibility for lost or stolen articles.

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<sup>1</sup> A janitor might well be a member of such a council. He would have an important contribution to make.

2. Costumes were washed and repaired.
3. Various members were on duty three mornings a week to give out costumes. They also took charge of putting them away Thursday nights.
4. A few new costumes were made for assembly and integration plays.
5. Pictures and ideas were found for people from classes who had charge of the costumes for a play.
6. Costumes were made for "Hansel and Gretel."
7. The council took charge of dress rehearsals and performances for "Hansel and Gretel," checking on getting costumes in on time, checking them and putting them away at the end of each performance, helping dress the cast, and assisting in making up the characters.
8. The council increased the collection of illustrations.
9. The council managed the costumes for the performances of "House in Blind Alley."
10. The council enjoyed a museum trip and demonstration.

Recommendations:

1. The Little-Theater Council should take over administration of the costume closet and the making-up of characters for plays.
  - a. The most natural place for costumes to be planned is in the class where the play originates.
  - b. Make-up materials should be used only for main productions and assemblies.
2. The children should be trained to have more respect for costumes.

*Discipline Committee*

Under a new arrangement this year, the Discipline Committee, which is composed of four members of the Student Council, has supervised the regulation of corridor traffic both during classes and before and after school. Traffic officers are appointed and the committee is responsible for the efficiency of these officers. All traffic-violation slips are recorded with the name of the officer reporting the offense as well as a description of the offense and the date.

The Discipline Committee acts as a court for hearing cases involving traffic violations. One or two, sometimes more, traffic cases are heard each week, for a pupil is asked to appear before the committee as soon as he is reported for a second offense. After the case has been reviewed and the pupil has been given

### *Cafeteria Council*

The council proposes to:

1. Plan all the menus for the cafeteria
2. Serve the teachers at noon
3. Serve teachers' tea on Monday afternoons before faculty meeting
4. Plan and serve any special meals that are held at the school
5. Discuss problems of noise and disorder in the lunch room and attempt improvements

Recommendation: All of the people working in the cafeteria should be members of the Cafeteria Council.

### *The Class Council*

During the past year the efforts of the Class Council have been directed toward the development of uniform rules and regulations for business meetings and conduct of classes. A special effort has been made to instil in the pupils the need of learning the principles of parliamentary procedure. The Class Council has modified the parliamentary rules from time to time in order to meet the needs of the classes.

Frequently the Class Council has been requested to pass upon controversial points raised in the classes. This in itself indicates a healthy attitude on the part of the pupils in that they have come to look upon the Class Council as the appropriate body to decide controversial issues pertaining to class conduct.

The Class Council has prepared a list of all its rulings as well as a list of parliamentary rules as modified to meet the needs of the school. These lists will be mimeographed in the near future and a copy will be placed in the hands of every teacher and class president when school resumes in the fall.

Recommendations:

1. The council should continue to check councils as well as classes for parliamentary rules.
2. All class and committee rules and by-laws should be assembled, mimeographed, and handed to advisers, class presidents, and committee chairmen.
3. Class-Council representatives or the president should be responsible for reporting class violations.

### *Costume and Make-Up Council*

1. The first work of the fall consisted of thorough house cleaning of both costume rooms.

*Exhibits Council*

The Exhibits Council has been divided into these sections this year:

1. Bulletin-board committee
2. Exhibits-case committee
3. World-Fair committee

The bulletin-board committee has been conscious of the appearance of the bulletin boards and is now actually on the watch for material.

The World-Fair committee has planned the Fair, designed the set, and apportioned the work.

In addition the council has formulated by-laws and set up plans for continuance of the work covered so far this year.

Recommendations:

1. The council should contain more people interested in art.
2. School consciousness of bulletin-board material should be developed.

*The Lake Council*

The Lake Council was composed of about thirty members this year, the majority of whom were volunteers. The personnel could easily be divided into two groups, namely, those who are on the council in order to do something constructive in developing the lake project, and those who are members in order to be assured ample opportunity to go on the trips. It was interesting to watch the many cases of change of the second group into active members interested in progressive policies.

Most of the time was spent in planning, preparing, and checking upon the twelve lake trips made during the school year. These trips accommodated approximately 350 students, and there was also one faculty trip. Many of the inconveniences of the first semester were corrected in the second part of the year. After the trips had been placed on a systematic basis, the council directed its attention to a specific building and developing program for the coming year.

The council's recommendations are:

1. Allotment of \$150 from the Student-Council fund. (This was done this semester.)
2. Survey of the property by one who can do it most easily.
3. Construction of the necessary road to connect with Leota outlet.
4. Moving of old site to new location.
5. Construction of a new shack on the new site.

an opportunity to state his side of the matter, the method of treatment is an appeal to school loyalty and the pupil is asked to promise to do his best to abide by the school laws. No punishment is given. The method has worked so well that during the entire year, so far, only three pupils have been reported for a third offense.

More recently, the Discipline Committee has been given jurisdiction over class and safety-rule violations. As only two cases of this type have been tried, apparently the pupils involved (class presidents and safety-patrol members) are not using the service of the court as much as they should.

The Discipline Committee has been very interested in its job, its size seems to be right, and it has made many constructive suggestions to other school councils and to the Student Council during the year.

#### Recommendations:

1. The services of the Discipline-Committee court should be utilized by the Safety Council and the Class Council.
2. The penalty for the third offense should be one hour after school.

### *Excursion Council*

The Excursion Council sponsored three excursions for each half-grade this semester and one extra excursion for the seventh grade. All grades were allowed one out-of-town excursion if the airport excursion for 7B's may be so termed.

Reports on all trips taken have been made and will be placed on file at the end of the semester.

Next year, the wish is to sponsor the same number of trips for each half-grade and, in addition, one trip for the teachers and one for the parents. Simpson Memorial Institute is suggested for teachers and Hartland for parents. It is also suggested that we confer with other schools to see when they are taking trips to Simpson Memorial Institute and Saginaw Forest and, with their help, to set up a calendar agreeable to everybody.

#### Recommendations:

1. School excursions should be checked with city chart of excursions in order that there will be not too much duplication.
2. There should be one faculty and one parent excursion.
3. The Excursion Council should have, in addition to its regular work, the making of a large excursion scrap-book, library work, or the care of the bulletin board.

The council deals with many routine problems, such as expenditures of funds, selection of plays, and determination of policies.

Recommendations:

1. There should be a stage crew of four boys appointed from the regular stagecraft group to take charge of integration periods and assembly for each week. Thus, continuity of stage management should result. The names of those responsible for each week should be posted so that all teachers would know who was in charge of the stage.
2. For the use of the auditorium, a teacher should place a slip with his name, date, and class on the auditorium chart.
3. The present system of casting class plays should be put to a faculty vote. This system requires that all plays be cast by a committee composed of the teacher, the Little-Theater representative, and three students elected by the class.

*Noon-Duty Council*

Recommendations:

1. The council should consist of representatives of advisories.
2. Advisers should make a closer check and a greater effort to cut down the number eating in the school.

*Records Council<sup>1</sup>*

The Records Council has two main duties to perform for the school. One duty is the taking of minutes during advisory meetings. The council obtained uniform notebooks for the secretary of each advisory and drew up directions for the recording of the minutes in these notebooks.

The second duty is that of taking and recording attendance in advisories. Three forms are used for this purpose: a daily attendance slip, a six-week attendance work-sheet, and a semester chart. Part of the committee meeting is devoted to learning the use of the forms, to checking the reports handed in to the office, getting these reports up to date, copying minutes in ink in the notebooks, and transferring the attendance record from the six-week attendance work-sheet onto the permanent semester chart.

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<sup>1</sup> This council was an interesting innovation, particularly because the principal's secretary was given charge of it. Her excellent report shows what possibilities there are even in individuals least suspected of being able to contribute educational leadership.

## Reasons for recommendations:

1. The survey would give a definite idea of the property owned.
2. The new road would cut down the time of travel.
3. The new shack would afford more shelter for the group.
4. The new site would give a better opportunity for permanent building, better beach, and better environment.

Recommendations which have been suggested by the faculty members are:

1. More utilization of the educational opportunities.
2. Parents' trip for public-relations development.
3. The development of the project by the school board into an organized, permanently developed, and carefully administered city-wide experimental station for all schools of the city.

### *Library Council*

The Library Council this year has catalogued 700 books and has had charge of ordering books to the amount of approximately \$160.

The council has a membership of ten boys and girls especially interested in library science.

## Recommendations:

1. Have a student librarian in charge each period of the day.
2. Have a representative on the library committee from each advisory.
3. Have the social-studies teacher give a list of reference material desired for particular units one week in advance.
4. Encourage a wider circulation of pamphlet material.
5. Have a librarian chosen in each English and social-studies class supervise study periods in the library.
6. Encourage the use of the library for free reading.
7. Check closely on all overdue slips.
8. Stress the placing of the books on the librarian's desk rather than on the shelves.

### *Little-Theater Council*

It is the aim of the Little-Theater Council to reach as many students as possible through dramatics. In broadening the dramatic program, the good that can be derived from dramatics is kept foremost in mind. The concern is not so much with the production as with the process of production, for it is during this building period that the most benefits result from dramatics.

5. It was thought best to have a patrol member take a check on attendance of patrolmen at their posts in the morning and one to check on attendance in the afternoon.
6. Reports of attendance are given at the Thursday meetings.

### *Social Council*

Purpose: Student social guidance, especially of those whose opportunities for social activities are limited.

Accomplishments:

1. Typed lists of all party rules and posted a copy on each advisory bulletin board.
2. Made out school social calendar each semester and posted it at right of auditorium.
3. Checked all advisory and school social events for students.
4. Carried on Thursday informal dancing periods (six the first semester, eight the second); admittance by ticket only (obtained tickets).
5. Supervised beginners dancing class (three lessons the first semester, four the second).
6. Held two box socials the first semester to raise funds (\$8.97) for use of committee.
7. Instigated Emily Post column in school paper to establish good party attitudes.
8. Supervised semester all-school parties (Christmas and spring parties).

Functioning of committee: The members seemed to lack responsibility and initiative. Perhaps too much was expected of them but it seemed difficult to get them started on plans and suggestions.

Recommendations:

1. Membership should be both representative of advisories and volunteer or elective.
2. Advisory representatives should make the social-committee report in Wednesday meeting.

### STUDENT SECRETARIES' MINUTES ARE REVEALING

Excerpts from actual minutes of subcouncil meetings as reported by student secretaries throw light on the questions

The remainder of the meeting is used for motivating. A number of charts were made urging better attendance on the part of pupils and these were displayed on the bulletin board.

Recommendations:

1. The representative from the advisory to the Records Council should be that individual who is in charge of the record-taking rather than the secretary, as the function of record-taking is more difficult and requires more preparation.
2. Those pupils who complete the clerical work early during council meeting may take charge of new duties such as (a) stamping books to be sold at the bookstores by the pupils and (b) acting as office assistants.

*Safety Council*

The following things were accomplished this year:

1. A Safety-Council schedule board was made in order that a better check of the posts covered by the council might be made and also in order that changes in the patrol might be referred to more easily. The schedule board was kept in Room 102 where patrol members could refer to it from time to time.
2. A Safety-Council pledge form was made out and each member was asked to have it signed by his parents.
3. By-laws were made and discussed by the council.
4. A Safety-Council report blank was made so that each patrol member could make reports of safety violations. The blank is as follows:

**SAFETY COUNCIL REPORT BLANK**

Violator's Name \_\_\_\_\_ Advisory \_\_\_\_\_ Grade \_\_\_\_\_  
Offense \_\_\_\_\_

Reported by \_\_\_\_\_

(Filled by secretary only)

Number of offense (underline correct one)

First      Second      Third      Fourth      Fifth      Sixth

Disposal of case \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

time. The people that serve and cash stay for a week at a time.

*Decisions reached:* The people who cash stay for a week at a time. Have two people at each end of the cafeteria.

*Plans for next meeting:* Finish menu cards.

The Noon-Duty Council reported thus:

*Suggestions made:* Let noon-duty pupils be excused at five minutes to twelve, because it is not convenient for them to finish eating in time before the students start going up.

*Problems to be referred to other committees:* Noon-duty members have been asked to tell the boys to take off their hats. It is an awful job and we think it is not the noon-duty's work to do it. It would be a good idea for the advisers to speak to their pupils.

*Decisions reached:* Those with serious offenses get blue slips and go to the Principal.

The social committee, which had recently made possible an hour of social dancing every week, handed in this report after one meeting:

*Problems discussed:* Arranged details of weekly dance for the day such as door-duty assignments, locking the balcony doors, arranging chairs, and placing the piano. Discussed question of teaching square dancing in gym classes and starting off weekly dances that way. Discussed dancing or having a room for cards, checkers, and other games during noon hour.

*Decisions reached:* Dancing at noon would be too much with the weekly dance and students would tire of it. Too late to start new game room, weather will soon permit outdoor play. To talk over square-dance teaching with gym teachers.

The Dramatic Council reported one accomplishment in this manner:

*Problems discussed*

1. Pageant for World Fair
2. We saw about having a music room so that the stage can be used for dramatics and that has been carried out.

considered in a single meeting. Reports were made on a standard form worked out by the Curriculum-Activities Committee and then filed with the chairman of that committee. Here is a report of the Library Council:

*Problems discussed:* The numbering and shellacking of books.

*Decisions reached:* To shellac and number the books and also to come Saturday and finish fixing the library.

*Plans for next meeting:* Cataloguing the books.

On the same date the Building and Grounds Council transacted much business.

*Problems discussed*

1. Tile missing from back stairs
2. Gathering up junk in back of building
3. Students crossing lawn

*Suggestions made*

1. Stick up wire around the lawn.
2. Send a letter to the Principal about the stairs.
3. Put kids to work fixing up the bike rack and picking up junk.

*Decisions reached*

1. Tile should be put in back stairs.
2. Bike rack should be improved.
3. Signs should be put up on lawns.

*Plans for next meeting:* Discuss the problem of getting pupils off the grass.

The Cafeteria Council accomplished all this in one meeting:

*Problems discussed:* Cashing, serving, charging.

*Suggestions made:* Have two people on a high table and stool to cash and the line would go faster. That we have two lines. Some people are always getting down to the cafeteria before the bell rings. They are always served first so we suggested reversing the line. A couple of boys or girls to keep the people from pushing or crowding. Reserve one of the big tables near the line so there won't be so much pushing and shoving. One of the cashiers take the first person and the other cashier the second person. This goes quicker and saves

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### A HONOLULU SCHOOL HAS STUDENT PARTICIPATION

An account of student-teacher participation in the administration of a high school in far-off Hawaii shows in more detail the possibilities of such participation at the senior-high-school level.<sup>1</sup>

#### STUDENT-TEACHER PARTICIPATION IN THE ADMINISTRATION OF A HIGH SCHOOL

The present emphasis on student-teacher participation in administrative and curricular developments at McKinley High School<sup>2</sup> is an outgrowth of the principle, laid down some twelve years ago, that a central feature of an educational program aimed at fostering intelligent citizenship in a democratic society must be *student-teacher participation in the management of the school community*. This idea seemed to be a logical application, in the organization of the high school, of the idea and ideal of participation by all adults in the affairs of the larger community. We came to see that young people, and teachers too, must be helped to develop habits of citizenship through *practising* citizenship, just as children learn to play baseball by *playing* baseball—and not merely through studying a baseball rule book.

At the very outset we endeavored to apply this idea of teaching-citizenship-through-practice-of-citizenship through invention and testing of appropriate administrative arrangements. There were frequent teachers' meetings. Heads of departments were called together regularly. All students were organized into home-room groups that met daily for ten minutes and whose representatives met fortnightly to discuss school problems and to participate in making school policy.

The evolution of administrative arrangements at McKinley

<sup>1</sup> This description, written in 1938, was furnished through the courtesy of Miles G. Carey, Principal of the McKinley High School, Honolulu, Hawaii.

<sup>2</sup> McKinley High School, Honolulu, Hawaii, is a senior high school with an enrolment of approximately 3,850. Although 75 per cent of the students are of Oriental descent, more than 98 per cent are American citizens by virtue of birth on American soil.

## STUDENTS MEET THE TESTS OF EFFECTIVE GOVERNMENT

It is readily apparent that the students who participated in the discussions reported above were engaged in activities that had real social meaning to them. There was ample time allotment, provisions were made for two meetings of the Student Council every week, for one meeting of every sub-council once a week, and for reporting and discussing the activities of the various councils in the homerooms and in designated classes. The students were actually given a dominant place in their own organization and the range of activities and the number of pupils participating were large. This participation was an important part of the curriculum.

The Milwaukee Vocational School has also found that a student council alone is not an adequate channel for student participation. That school has a coöperative government of students and teachers that initiates and supervises nearly all school business. The president of the school's alumni council says:<sup>1</sup>

Ours is a school council...all powerful in its school control and 100 per cent democratic. It is not a rule-making body—the golden rule represents its statute.... We haven't a single monitor in our school. Operating as we do on the principle of instilling in every individual social consciousness and civic responsibility, policemen hold no part in our picture. Daily we have morning and afternoon assemblies of 2,000 students at one time, completely student supervised and commonly without a single faculty guest. Our corridors are unpatrolled, our classrooms unsupervised should a teacher leave them. After seven years, we submit that each and every student has assumed the adult obligation of citizenship and has proven the wisdom of our undertaking.

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<sup>1</sup> Charles F. Merten, "Some Ideas Worth Trying," an address before the convention of the National Association of Student Officers, Detroit, Michigan, June 29-July 1, 1937, *School and Society*, Vol. 46 (September 18, 1937), pp. 372-374.

1. A health program supported by volunteer contributions of students which includes a dental clinic; surveys of tuberculosis, heart, ears, eyes, and so forth; a weekly clinic of doctor-specialists for follow-up and advice; special examinations and medical care for indigent students; as well as other features.
2. Students help on campus upkeep and beautification through an arrangement whereby each homeroom does one week (20 hours) of work on campus each year; ownership and maintenance of school truck for clean-up; partial maintenance of power lawn mowers; purchase of certain garden tools; purchase of manure; and the like.
3. Students participate in making the year's course of study in all classes. This, of course, is perfunctory in such subjects as algebra and chemistry, but in others, such as core-studies, homemaking, shop, artcraft, and agriculture, they play a very real part in planning the year's program.
4. At this writing the entire school is entering upon an intensive and extended study of the meaning of democracy.
5. Through comprehensive committees, students, teachers, parents, and alumni participate in developing and directing the program of the so-called "Parent-Teacher Association."
6. As a Christmas project (1937) students and teachers helped the Federal Rehabilitation worker (Hawaii) in setting up two blind boys in a magazine and tobacco stand, contributing money for the purchase of equipment and initial stock.
7. Each class develops, annually, one or more forums around current problems, and these are presented in the school auditorium. The 1937 Senior Forum on "Statehood for Hawaii" elicited favorable comment on the part of visiting Congressmen.

In addition to the foregoing, the variety of ways in which students and teachers are working together is suggested in the names of the following standing committees: "Aloha"—to manage a motion picture depicting McKinley's activities; Assembly—to direct the assembly programs; Black and Gold—the school annual; Boys' Athletics; Health; Identification Card; Library; Lost and Found; Magazine—to direct the spending of \$1.75 per pupil for purchase of magazines and pamphlets used in study of current problems; Calendar; Civic Service; Community Relations; Correspondence; Girls' Athletics; Permanent Building and Improvements; Photography; Pinion—the daily paper; School Spirit

has been in the direction of devising a school organization that would make possible the most effective participation in school affairs of students and teachers. Today each student is in a "core-studies" class, meeting two hours daily. The work of these core-studies classes is organized around current critical problems that these young people face now: eradicating tuberculosis, setting and budgeting school government tax (dues), revising the school government constitution, the problem of giving awards and special honors, taxation, the meaning of democracy, slum clearance, raising the standard of living, the Sino-Japanese crisis, the international war in Spain, and so forth.

"History" is used in order to get at the backgrounds and histories of problems, as a way to a better understanding of the present situation. "English usage" is emphasized to improve oral and written communication. Each core-studies class sends a representative to the school representative assembly to participate in dealing with school problems and in making school policy. Important matters are referred back to the core-studies rooms (homerooms) for discussion and decision.

Teachers, too, participate in dealing with school problems and in making policies, through weekly department and department-head meetings. The work of students and teachers is integrated through teacher advisorships of student committees, student-teacher co-chairmanships of student-teacher joint committees, and frequent joint meetings of school government executive council (composed largely of students) and the council of department heads.

The Principal appears to be not afraid at all of the consequences of an organization that gives students and teachers so much power. What is done in the way of policy-making is always undertaken experimentally: to see how it works. If a particular move is ill-advised, it is not long before the shoe begins to pinch somewhere and a proposal for reconstruction is heard from some quarter. The Principal has come to look upon his office as that of manager of a democratic-coöperative enterprise. He is supposed to be an expert in democratic managership. His peculiar advantage lies in his power of calling groups together for study. However, others have this same power in that any one is free to propose meetings to consider any sort of problem.

The idea of student-teacher participation in school management has found expression in a great variety of situations and projects. Very meager samplings of these are:

7. We have come to sense how democratic individuality is fostered where people work together in a coöperative society.
8. We feel that our program is winning the respect of thoughtful, socially minded persons of the community, and that it is reinforcing certain trends that point in the direction of a more intelligent, social America.

This summary can give only a partial glimpse into the multitude of socially useful activities going on at McKinley High School. A significant part of the report is the list of eight ways in which the participants in this coöperative enterprise feel that they have gained from it. "Richer program," "creative pioneering," "community spirit," "genuineness," "integrity of the individual," "community respect"—this is indeed an impressive list. When Carey says, "We have come to sense how democratic individuality is fostered where people work together in a coöperative society," he is coming close to the concept that regards individuation and socialization as two sides of the same coin.<sup>1</sup>

#### ELEMENTARY CHILDREN PARTICIPATE

Up to this point, examples given have been of student participation in secondary schools. Other examples of good student government on the secondary level could be cited but an illustration of the possibilities in the elementary field will, perhaps, be of more value. The system worked out at the Angell Elementary School, Ann Arbor, Michigan, has been chosen for description.

This plan provides for no coördinating group like a student council. This may be a weakness in the organization which will eventually be corrected, but the teachers of the school were not willing to start such an experiment with too

<sup>1</sup> See Chapter 2 for the development of this idea.

and Rally; Social; Student Organization—to coördinate the work of some fifty clubs; Traffic Safety; and Vocational Guidance and Placement. Special committees are appointed as new problems and needs arise. Besides the above, each class (Sophomore, Junior, and Senior) is organized on a thoroughgoing committee basis through the core-studies, with each of the 3,850 students working in some important functional group. The variety of activities promoted through the core-studies is suggested by the names of the various standing committees: Community Relations, Magazines and Pamphlets, Library, and Special Activities. In such matters as health, civic service, and library, the class organizations head up into the general school-government standing committees. This organization, at first sight, may appear to be overdeveloped and cumbersome. On the contrary, each group is a going concern. Besides, no committee or club or office is carried along after its usefulness is over. The organization, consequently, is undergoing continuous scrutiny and reconstruction. Space permits only the briefest mention of the more important school activities and projects that have been developed and managed through student-teacher participation.

It is believed that, in general, students and teachers are in accord in supporting the idea and ideal of participation as the way of organizing a public school in a society that is trying to be democratic. It is believed that the following represent the important gains over our preceding program:

1. The organization gives students and teachers alike a real stake in the enterprise.
2. There is more of a genuine community spirit throughout the school.
3. The program is richer because many people are free to make suggestions for improvement.
4. There is a general spirit of pioneering because emphasis has been laid on creative or experimental living.
5. Both students and teachers have come to experience a feeling of the genuineness of school life and the relatedness of the work of the school and the affairs and movements of the world outside the school.
6. The integrity of each individual is promoted through the numerous ways in which individuals are encouraged to make their unique contributions to the many-sided developing program.

rooms and also carried back to their committees any suggestions the room groups wished to make.

At the end of the school year both teachers and pupils were enthusiastic about the plan. The report of the accomplishments of one committee as given at the final assembly of the year is interesting.

#### ANNUAL REPORT OF THE ANGELL SCHOOL ASSEMBLY COMMITTEE

The Assembly Committee has planned the assemblies since April 21. Since that time the assemblies have been:

April 23—Miss M.'s room had an interesting exhibit of their study of national parks.

April 27—We all went to the Pet and Hobby Show. The 4A group received ribbons for their model geyser and picture map of the United States.

May 21—The Fresh Air Room gave a play, the "Lance of Kanana."

May 28—Miss C.'s room gave a puppet show, "The King's Toothache."

June 4—Mrs. N.'s room gave "Selections from Bookland."

June 15—The Fourth Grade gave us a taste of silent drama.

The Assembly Committee also tried to get children to act better in assembly time—to come in quietly and not to whisper and talk or act silly. They had guards in the auditorium along the sides but this did not work very well. Angell School children ought to be more courteous during assembly periods.

Another one of our activities was to bring flowers for some of the assemblies. These big bouquets here today were bought at our request and we arranged them.

The Assembly Committee has the following recommendations to make for another year:

1. That each room continue to have one assembly each semester. It would be better if some of the room assemblies could come earlier in the semester.
2. That there shall not be too many paid assemblies as some "kids" don't have enough money. We need our allowance for other things.
3. The Assembly Committee should get speakers or entertain-

complicated a set-up. The principal and the teachers had sensed on the part of the children a lack of school feeling, of good interroom relations, and of responsibility for improvement of the school generally. They wished some sort of simple organization which would give an opportunity for the children in the various rooms to work together. The following committees with the representation described were adopted by the children:

| <i>Committee</i>              | <i>Representation</i>   |
|-------------------------------|---|
| Newspaper . . . .             | One child each from kindergarten, first and second grades, and fresh-air room. Two children each from third through sixth grades. |
| Assembly and Exhibits . . . . | Two children each from third through sixth grades.  |
| Building and Grounds . . . .  | Two children each from third through sixth grades.  |
| Upstairs Work-shop . . . .    | Two children each from fourth through sixth grades.   |

Certain building responsibilities, it was felt, were better delegated to one particular room. Recommendations for the following year on room assignments were as follows:

| <i>Responsibility</i>     | <i>Assignment</i>  |
|---------------------------|--|
| Lost and Found . . . .    | Second Grade   |
| Gardening . . . .         | Third Grade  |
| Milk Order . . . .        | Fourth Grade   |
| School Store . . . .      | Fifth Grade  |
| Stockroom . . . .         | Sixth Grade  |
| School Yearbook . . . .   | Sixth Grade  |
| Office Assistants . . . . | Fourth, Fifth, and Sixth Grades<br>(children taking turns) |

Representatives to the various committees were elected by their own rooms. These representatives made reports to their

the project with the sixth-grade children following enthusiastically the lead of the second graders. A "World's Fair" in one elementary school brought all children into the planning and arrangement of the enterprise. Visitors found a kindergarten child at one booth, a fourth-grade child at another. On another occasion, some eighth-grade boys who had had special training from their teacher went about to rooms in different buildings giving chalk talks. Again, all of the children in one school helped to build a playhouse for the use of the whole school. In another school, attention was concentrated on the development of an outdoor museum in a forest preserve adjoining the school.

An interesting report of a successful pupil-participation council on the elementary level is given in a recent yearbook.<sup>1</sup> Statements from the secretary's minutes show that the council described attacked such problems as playing on the bannisters, coöperating with school guides, picking up papers on the grounds, making snowball rules, and securing the coöperation of a neighboring junior high school in obeying a rule against riding bicycles on the playground.

#### *Students Participate in a Library Program*

A report of extensive participation of children in an important school function is to be found in a publication of one school system.

#### LIBRARY PROGRAM

Necessity in our case was truly the "mother of invention." She told us that by no stroke of magic could the two people on our library staff divide themselves or their time to give the service needed in our three schools, and that we must think of some

<sup>1</sup> Department of Supervisors and Directors of Instruction, *Cooperation: Principles and Practices*, Eleventh Yearbook (Washington, D.C., National Education Association, 1938), p. 135.

ment for the weeks that there is no assembly by a room. "Our United States" is suggested as a theme to run through this part of our programs.

4. We should like to urge the rooms to observe the following suggestions in giving programs:
  - a. Plan action on stage so all can see.
  - b. All performers should talk loudly enough for all to hear.
  - c. If a room is giving a play they should plan something between scenes so people don't get bored.
5. We think the order in assemblies should be improved but, as guards haven't worked, each room should think this matter over and make some plans.
6. As our committee did not do much with hall exhibits we suggest that as a duty for the new committee. We hope the assemblies next year will be very interesting and that the new committee will do well.

The Warren and Franklin schools in Toledo, Ohio, report success with vertical committees whose members show a range from kindergarten through eighth grade. An elementary school could, of course, be organized in other ways to provide for student participation in administration. The point is that children are not too young at the elementary level to start learning to work coöperatively on a school-wide basis. They are not too young to take an interest in their school's problems and a responsibility for solving them. When a school is organized on a living basis, countless opportunities for student participation are provided that cut across the traditional grade organization and involve children at all age levels.

#### *Participation Cuts Across Grade Lines*

One superintendent offers the following as examples of student participation that cut across grade lines. A second-grade group proposed to the school council that a movie camera be purchased. They offered the profits from their school store to help the cause. The whole school took over

sent lessons on the Dewey Decimal System and book arranging to the sixth-grade librarians. These contacts have been valuable to all concerned. Through this activity, one girl has developed such an interest in library work that she wants to continue beyond the period of the class. The librarian of the public library is coöperating, and once a week works with her at the public library. Others from this group are hoping to be allowed to do the same thing.

Many fine things are coming from this child-activity program in the library. Children are learning to follow directions, for records must be accurate; they are accepting responsibility eagerly and seeing their part in relation to the management of the whole school; they are broadening their reading experience through intimate contact with books. Very often a boy who is returning books to the shelves finds one that catches his interest, sits down to look it over, and loses himself in the story. Such incidents are thrilling. Reading interest is increasing as shown by a comparison of 1,470 books circulating in October, 1937, and 2,299 in October, 1938.

The library is also tending to cut across grade lines. It belongs to the entire school. The fifth grade made a wooden stool in the shop for every one to use who could not reach the top shelf. The third grade wants to make a corner seat. The second grade did an illustrated book review of "The Little Sailboat" which they had enjoyed particularly and wanted other children to know about. The first grade transplanted plants for the windows. The sixth graders whose room adjoins the library slip in to help a younger child find a reference. The library is no longer an isolated thing, but a meaningful part of school life to which every one can contribute.

The report quoted above contains its own evaluation. Results are given both in terms of reading interest and in terms of interest in the library on the part of an entire school.

#### STUDENT PARTICIPATION EXTENDS INTO THE COMMUNITY

Participation on the part of students in the life of the school community may be most educative. However, if stu-

other way. In one school we had no library at all, and in another a beautiful room from which books had never circulated. Consequently the sixth graders, the oldest groups in these two schools, were asked to help in organizing and making the libraries function. They accepted this share in school management eagerly.

At North School ten children volunteered to assist and this "library staff" was organized into committees. In most cases two children worked together, choosing the job for which they wanted to be responsible. An unused classroom was converted into a library, with orange crates for temporary shelves until the permanent ones were in place. The collection of books was purposely left in disorder so that the book arrangers started their work by learning to distinguish fiction from non-fiction, and to place the books alphabetically. We began to charge out books immediately. In this way, through doing the actual operations, the boys and girls learned how to file the book cards, keep records, and do the many things necessary in library routine. Through the coöperation of the room teacher this group felt that the success of the new library depended upon them. In an assembly they presented to the entire school what they thought all the children should know concerning its use. They were quick to evaluate their own work, and to make changes in the personnel where some people were not suited to the job.

The children have seen the project start from nothing, and have helped to build a valuable addition to school life. They aided in making a simple card catalogue, and in collecting material for pamphlet and picture files. They have plans for adding draperies and furniture that will make the room more attractive to all who use it.

At South School the same general organization developed. The entire sixth grade wanted to help, so we rotated jobs every six or eight weeks to give every one an opportunity to help with each phase of the work. Because of this frequent change of responsibility we wrote down as completely as we could the duties of each committee.

Fifth graders are being trained as assistants to the present librarians who may be away on excursions for a day at a time. These people are looking ahead to the time when they too will have full charge.

At Central School the librarian has an eighth-grade class in library science which meets for one hour twice a week. Several from this group have gone to North and South Schools to pre-

the school there were no noticeable results in terms of community improvement.

At the beginning of the fifth year it was evident that the direction of the school would have to be that of extending itself into the community. Numerous surveys of environmental conditions were made by the students. By means of a house-to-house campaign they secured a list of definite jobs that householders wanted done. Planning proceeded according to the needs revealed by their findings.

The work of the students that followed included landscaping, house repairing, house painting, interior decorating, furniture making, gardening, food preserving, cattle and poultry raising, fruit and truck farming, and road construction. There was a sincere attempt to make recreational facilities available to all people. An old church was wrecked and a new one constructed.

Since that time the expansion of the school into the community has become intensified as the needs of the area have become more and more apparent to the students.

#### *Urban Students Engage in a Useful Activity*

Many schools in settings similar to that of Waterloo have achieved striking results because of their recognition of community needs. Urban schools in more favored areas frequently encounter difficulty in relating useful activity to accomplishments of social necessity.

An attempt was made in the schools of a suburban community to develop a productive activity usable within the self-sufficient social pattern. A coöperative chicken farm was organized. Children supplied necessary capital by purchasing shares of stock. A chicken house and yard were built close to the school. Chickens were bought and the project was under way. Science classes became places to learn how to

dent participation is limited to enterprises within the confines of a school building, students are being deprived of rich sources of learning. Schools in this country are only just beginning to explore the possibilities of student participation in the life of the community. The future will undoubtedly see much progress on this frontier of education. Reference was made earlier in this chapter to the activities of the student organization at McKinley High School in Honolulu. It may be noted that several of these activities indicate beginnings of student concern with the life of the larger community.

### *Rural Students Give Community Service*

At Waterloo, Alabama, a small rural community, a large part of the curriculum of the students in the last few years has consisted of direct community service. Careless utilization of the soil and timber had left the Waterloo area impoverished and without adequate sources from which its citizens could extract an income. Homes and school reflected the paucity of natural resources and the corresponding reluctance of the people to meet and solve their problems of conservation and rehabilitation. Everything in sight seemingly needed repair.

In 1935 the citizens felt there was little need to consider any permanent improvement for the local school. Despite the apathy of the community, the leadership of the school felt that it had a distinct responsibility to the community and the bleak conditions existing therein. For a period of four years the school faculty tried persistently to launch a program of community reconstruction. Teachers were able to develop pride on the part of the students in the appearance of their school building and grounds. However, when they attempted to pull the problems of the community into

munity and near-by farms. Every such project requires planning on the part of teachers and students. It also requires an organization for working together.

A host of other interesting accounts may be found in the more recent literature describing participation of students in coöperative enterprises of a very real and practical sort. A surprising number are centered in the southeastern part of the country.<sup>1</sup> Although the published reports seldom give much hint at the processes used in the development of the enterprises described, it may be assumed that success did not come until lessons had been learned in the techniques of coöperation.

From available information, it seems safe to conclude:

1. That there is need for improvement of student organization at the secondary level.
2. That there is need for extensive experimentation with coöperative classroom organization at the secondary level.
3. That there is need for improvement of classroom organization at the elementary level.
4. That there is need for extensive experimentation with student participation in government of the school at the elementary level.
5. That at all levels there is need to extend greatly the opportunities of students to participate in real-life community enterprises.

The whole problem of socialization of learners is one requiring continuous participation of all students in a real, living environment which begins with the simple experience of the kindergarten and progresses to more and more complex organization, more and more complex problem-solving, and more and more share in the planning of the curriculum activities of the school as the children grow older. Through such participation, children come to respect the ideal of

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<sup>1</sup> See the bibliography at the end of the chapter for specific references.

breed and raise poultry profitably. These classes regularly cared for the numerous tasks necessary in the chicken business. The enterprise became a "going concern" when the chickens began to lay and student salesmen found regular customers among the housewives. Increasingly, children reached out into the community through a real "earthy" experience, ordinarily denied urban dwellers, and increasingly community adults dealt with the schools in a mutually useful activity.

In this case useful outcomes were much different from those in Waterloo. To these suburban children the experience of actually earning money instead of having it supplied to them by generous and well-to-do parents, the experience of selling instead of buying something, and the experience of feeling responsibility to an actual job were just as important as it was for children in Waterloo to learn to live hygienically.

### *Communities Must Discover What Needs Doing*

Each community must discover for itself what needs doing and then must give its young people opportunities to help in the doing of these things. In northern Wisconsin children have helped reforest waste land and increase the propagation of pheasants. In another community young people have worked along with their elders in constructing a needed dam. Constructing a hotbed and starting plants for their parents and neighbors was an important activity for another group of children in a community where the usual diet is quite limited. Making or repairing equipment for their own use is service which students have rendered. A student-managed coöperative store was a needed contribution to the life of one community. Still another group of students has started an employment service, furnishing needed labor for the com-

other suggestions were given also. After class the teacher stopped the council representative and said, "It will be all right for you to hand in all the other suggestions but you had better not include the one about current events."

How far should students be allowed to go in determining curriculum content?

### *Suggested Activities*

1. Make a brief survey of some community you know, listing things that need to be done. Suggest which things might be done by elementary children, which by secondary students, which by co-operative community effort.
2. Develop a method for rating the extent of student participation in a school.
3. Visit one or more schools and by use of your rating scheme determine the effectiveness of student participation in those schools.
4. Interview a teacher, an administrator, a student, and a custodian in a given school to learn their attitudes concerning student participation. Compare the results of the four interviews.

### *Questions for Discussion*

1. There is a wide range of opinion as to the proper limits of student participation. What is a reasonable position to take?
2. A class adviser says, "I work out all plans for our big projects and I take care of most of the details. That way I can be sure everything will run smoothly." What is the fallacy in this teacher's thinking?
3. A well-known educator holds the belief that student organizations in schools can become democracy's "proving grounds," where experimentation with new governmental forms can be carried on. What do you think of his idea?
4. Many student organizations are patterned after national, state, or local government. What are the advantages and disadvantages of this procedure?
5. Frequently student organizations concern themselves almost completely with problems of discipline. Is this desirable? If not, why not?
6. Sometimes teachers fear that the students will not elect their leaders wisely. What is the responsibility of teachers in such cases?
7. When adults and students find themselves in the same planning group, adults often monopolize the discussion. What are the responsibilities of the adults and of the students?
8. Secondary-school students seem to have more opportunities to participate in school administration than do elementary students. How do you account for this difference in practice?

service and to recognize their responsibility for leadership on various occasions. Through such participation they attain the social, intellectual, and emotional maturity which characterizes the socialized individual and which is a prerequisite to effective living in a democracy.

#### IMPLICATIONS AND APPLICATIONS

##### *Illustrative Situations*

I. One day a journalism class had decorated the gymnasium for a party. Newspapers covered walls and ceiling and this appeared to the superintendent to be a fire hazard. He called in the journalism teacher, telling him that neither he nor the principal wished to take any responsibility for what might happen in case of fire. He suggested that the teacher take the matter up with the class, leaving it up to them to decide whether they would assume all responsibility or whether they would redecorate the gymnasium. The class decided to change the decorations for the party and thus the question was settled. "Of course," the superintendent added in telling the story, "if the class had not decided that way I should have had to step in."

This is an example of a "danger" situation. What is the responsibility of an adult in such a case?

II. Poor attendance habits on the part of students was a problem in one high school. The principal decided to ask the help of the student council. He said to them, "The teachers are very busy with extra duties. We want you to take over responsibility for improving the attendance in this school." Later on the principal declared that he was puzzled. The students did not seem to have done anything with the problem and he thought they were not very coöperative.

Can you suggest a method of approach that might have secured more intelligent and whole-hearted coöperation on the part of the students?

III. A student council in a large high school decided to make an appeal in classes for suggestions as to ways students could help with present social problems. In one class in American history, the suggestion was made that the group might devote forty-five minutes a week to a discussion of current events. A number of

EVERETT, SAMUEL, editor, *The Community School* (New York, D. Appleton-Century Co., 1938). This book contains many illustrations of student participation in community-school activities.

GILES, H. H., *Teacher-Pupil Planning* (New York, Harper and Bros., 1941). Both the theory behind pupil participation and many illustrations of practice are given in this study.

HANNA, PAUL R., *Youth Serves the Community* (New York, D. Appleton-Century Co., 1938). This volume contains several accounts of student participation in worth-while activities.

HARVEY, C. C., "Fifty Student Council Activities," *School Activities*, XIII (December, 1941), pp. 133-134. Here are listed fifty activities believed to be most beneficial to the school and to the students.

HEISE, BRYAN, *Effects of Instruction in Coöperation on the Attitudes and Conduct of Children*, Monographs in Education No. 2 (Ann Arbor, Michigan, University of Michigan Press, January, 1942). Both attitudes and conduct can be affected by instruction in co-operation. Minutes of class discussion as well as students' comments are included in the appendix.

KREMER, JOSEPHINE, "School Co-op," *Clearing House*, XIV (December, 1939), pp. 231-232. This article describes a project carried out in the Training School, State Teachers College, Bemidji, Minnesota.

LEWIN, KURT, "Experiments on Autocratic and Democratic Atmospheres," *Social Frontier*, IV (July, 1938), pp. 316-319. The author shows that children's behavior varies significantly in different atmospheres.

LYND, ROBERT S., and LYND, HELEN MERRELL, *Middletown* (New York, Harcourt, Brace and Co., 1929). Chapter XVI gives an insight into atypical student and community attitudes toward the usual "activities" sponsored by a school.

MARSHALL, MARIANN, "Democracy and Dictatorship in a Camp School," *Progressive Education*, XVI (October, 1939), pp. 418-422. An experiment carried on in the Pine Lake Camp, Kellogg Foundation, Battle Creek, Michigan, is described.

MICHIGAN DEPARTMENT OF PUBLIC INSTRUCTION, *Democracy in Action*, Bulletin No. 320 (Lansing, Michigan, 1911). Descriptions and recommendations are given covering student participation in Michigan secondary schools.

MITCHELL, MORRIS R., "Educational Resources in the Southeast," *Progressive Education*, XVII (May, 1940), pp. 316-320. A brief glimpse of student participation in a variety of activities useful for the improvement of community living.

MORRIS, GLYN A., "Community Service in the Curriculum," *Curriculum Journal*, X (April, 1939), pp. 161-163. A report of the activities of the "Community Group," Pine Mountain School, Harlan County, Kentucky.

9. Do you think it possible for teachers to work democratically with children when their relations with administrators are autocratic in character?
10. Some believe that students should not be given freedom until they have "earned" it. What is your position on this matter? What responsibilities accompany the privilege of democratic participation?
11. Most school and community rules and regulations are formulated and enforced by adults. What part should children play in these two processes?

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BAKER, G. DERWOOD, "An Eleventh Grade Field Study: the Coal Industry," and RATHS, LOUIS, "Some Evaluations of the Trip," *Ohio Educational Research Bulletin*, XVII (October 19, 1938), pp. 173-208. Descriptions of a study carried on by students at the Lincoln School, Teachers College, Columbia University.

CARROTHERS, CHESTER C., "An Adventure in Community Relations," *Curriculum Journal*, X (February, 1939), pp. 69-72. How a group of seniors in an American-problems course helped to secure a council-manager plan of government for their city.

Department of Elementary School Principals, *Democratic Participation in Administration*, Eighth Yearbook (Lansing, Michigan, Michigan Education Association, 1935). See pp. 103-105 for a description of a school court.

—, *Socializing Experiences in the Elementary School*, Fourteenth Yearbook (Washington, D.C., National Education Association, 1935). Although a variety of all-school activities is discussed in this yearbook, Chapter VII deals particularly with pupil participation in school management.

Department of Supervisors and Directors of Instruction, *Cooperation: Principles and Practices*, Eleventh Yearbook (Washington, D.C., National Education Association, 1938). Chapters V and VI deal with student experiences in democratic coöperation.

—, *Mental Health in the Classroom*, Thirteenth Yearbook (Washington, D.C., National Education Association, 1941). Section II gives descriptions of classroom practices in "wholesome schools."

Educational Policies Commission, *Education and the Morale of a Free People* (Washington, D.C., National Education Association, November, 1941). This brief pamphlet makes a point of improving morale by giving systematic and satisfying practice in democratic living.

—, *Learning the Ways of Democracy* (Washington, D.C., National Education Association, 1940). Chapters II, III, and IV contain many examples of student participation.

## Chapter 8

### PARTICIPATION OF COMMUNITY ADULTS

During the past thirty years the rate of social change has been extremely rapid. The familiar flood of new inventions and consequent new modes of living, economic imbalance, and conflicting ideologies have created new demands as yet indistinctly recognized. One thing is certain. The solution of these present-day social problems demands aggressive group effort on the part of our nation and our communities. The need for a reliable, qualified focal point of unification is at once apparent. The school is the one institution touching all parts of the social fabric that is capable of serving as this focal point of unification. Concerning the rôle of the school Mumford says:<sup>1</sup>

What are the new dominants in the opening biotechnic economy? They are not far to seek: the dwelling house and the school, with all their specialized communal aids, constitute the essential nucleus of the new community.

Implicitly many schools have recognized their developing, unique position. Numerous familiar techniques have been utilized to elicit popular support of the community. Many of these attempts have been highly patterned, somewhat futile gestures dealing with manufactured rather than real community problems. They do, however, point direction. And the direction is the blending of numerous groups of persons into a coöperative whole. Coincident with this developing

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<sup>1</sup> Lewis Mumford, *The Culture of Cities* (New York, Harcourt, Brace and Co., 1938), p. 472.

OTTO, HENRY J., and HAMRIN, SHIRLEY A., *Co-Curricular Activities in Elementary Schools* (New York, D. Appleton-Century Co., 1937). A study of the extent, character of, and manner of administration of student activity in a variety of schools.

*Progressive Education*, XV, No. 2 (February, 1938). This issue features reports of student participation in significant community activities.

SLAVSON, S. R., *Character Education in a Democracy* (New York, Association Press, 1939). Group dynamics and education for social action are discussed in Chapters IV and IX.

WATSON, GOODWIN, "What Are the Effects of a Democratic Atmosphere on Children?" *Progressive Education*, XXVII (May, 1940), pp. 336-342. A summary of investigations by Kurt Lewin and Ronald Lippitt at Iowa University.

democratic organization of a school with the rights of all other members of that organization—the right to participate in the formulation of plans; the right to participate in the execution of plans; and the right to participate in the appraisal of results.

A second explanation for the lag of adult participation lies in the fact that school people do not have the same jurisdiction in the community that they do within the institution in which they work. Administrators and teachers are expected to organize schools in such a way that learners may have educative experiences. Leadership of the young is recognized as the function of the school staff. The concept of community education involving the active participation of teachers in general community affairs and of community adults in school affairs is not generally envisioned. Leadership on the part of professional educators in securing adult participation is not taken for granted as it is in the case of students. Therefore, the whole matter must be approached differently. The interest of the community must be enlisted and a scheme for coöperation among peers in age and experience developed.

It is no simple problem to organize a complex activity like education in such a way that large numbers of persons are blended into a coöperative whole, even when efforts are restricted to those groups normally living together in the school. To involve that large and loosely organized group known as school patrons, which includes both parents and other adults living in the community, is a formidable task and educators may be pardoned for having been slow about tackling it.

social direction, modern psychology has emphasized the community approach as the only educational direction that is capable of producing the kind of citizens necessary to a democracy. Hart has pointed out the importance of the school's community setting:<sup>1</sup>

The democratic problem in education is not primarily a problem of training children; it is the problem of making a community within which children cannot help growing up to be democratic, intelligent, disciplined to freedom, reverent of the goods of life, and eager to share in the tasks of the age. A school cannot produce this result; nothing but a community can do so.

#### ADULT PARTICIPATION HAS LAGGED

Many would agree with Hart's point of view regarding the rôle of the community in education. Yet participation of community adults in the formulation and administration of the educational program has lagged far behind that of teachers and learners. There are two explanations for this lag. First, community adults are generally remote from the scene of action. In organizing schools for democratic living it is natural that the relationships of the individuals who inhabit the schools for several hours each day—administrators, teachers, and students—should receive first consideration. It is comparatively difficult for an educator who has a sincere belief in democratic procedures to overlook the potential contributions of the everyday members of the school group. It is understandable, however, that those who are "out of sight" might also be "out of mind."

Thus the people who pay the bills have often been thought of as a group to whom a periodic accounting must be made and not as a group that somehow should be included in the

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<sup>1</sup> Joseph Kinmont Hart, *Democracy in Education* (New York, D. Appleton-Century Co., 1918), pp. 370-371.

generously illustrated with pictures, the activities of a school system constitute good copy and are accepted readily by editors. In many communities the local and metropolitan papers regularly feature a school page or even a whole section on education. Publicity of this kind has admitted value. The essential worth depends upon the extent to which the content is made factual and informational rather than sensational and dramatic. Although propaganda has demonstrated its effectiveness in the formulation of public opinion, it can scarcely be justified as a desirable means of facilitating social interpretation of public education. The most serious limitation of newspaper publicity lies in its failure to engage community adults in any active participation. As more and more persons become increasingly immune to propaganda, the value of this form of interpretation will undoubtedly continue to present even greater limitations.

#### *Reports to Parents May Facilitate Coöperation*

There is no means more commonly employed to facilitate coöperation and understanding between home and school than the reports sent periodically to notify parents of the progress of students, even though the traditional evaluations of the students' growth in academic subjects as reported in terms of letter grades have not always succeeded in increasing understanding and coöperation on the part of the parents. For the most part these reports are based on the comparison of one student's achievement with the achievement of the others in his group. Very little attention is given the individual needs, interests, and abilities of the learners. Nor do reports often include explanatory data that will help parents understand the basic and underlying purposes of the educational program. They usually fail quite completely in securing coöperation and understanding in the case of those

THE COMMUNITY-RELATIONS COMMITTEE  
SERVES A USEFUL PURPOSE

In schools functionally organized according to the plan described in Chapter 4, responsibility for securing greater participation on the part of community adults lies with the Community-Relations Committee. This committee might well begin by surveying and evaluating the existing forms of parent organization and the community relationships of the school in which it is operating. The committee could then take steps to improve the amount and quality of adult participation through experimentation and use of techniques found successful in other schools.

The Community-Relations Committee that studies the problem of securing adult participation will find that attempts in that direction may be divided roughly into three types. First, there are attempts to improve school-community relations which are essentially interpretations of school policy to the community; second, there are attempts to provide for more or less participation on the part of the parents of school children; and third, there are attempts to encourage the participation of community adults, whether they have children enrolled in school or not.

SCHOOLS ATTEMPT TO INTERPRET THEIR  
POLICIES

There are several means of social interpretation in common use by schools. Newspaper publicity, reports to parents, and special visitations are among them.

*Newspaper Publicity Has Value*

Newspaper publicity is one means employed to interpret the school to the community. When skilfully prepared and

- d. Is the child up to grade standard? If not, say so but follow with explanation.
- e. Mention any creative work done, type, and so forth.
- 2. Habits and attitudes
  - a. Analyze work habits—does he choose tasks wisely? Does he carry them through?
  - b. Analyze social habits—does he coöperate with the group? Is he considerate of school rules and people in the school?

The suggestion was made that if all these things could not be covered in both reports that the information might be divided up between the two.

Recommendations regarding home calls were also made in the report.

1. Make calls on the most unadjusted ones first.
2. Have at least one personal contact with each home (home call, conference, or the like) each semester, unless the home situation is already well known by the teacher.
3. Encourage all parents to come to school as well as the teacher going to the home.
4. Average three or four home calls a month.

To care for the time element involved in home calls, the committee recommends that:

1. One Monday afternoon meeting a month be given to home calls.
2. The principal relieve teachers once in a while for a call.
3. Assembly programs be arranged to relieve some teachers—to be approved by the principal.
4. Teachers relieve one another occasionally.

#### *School Visitation May Be Planned*

Open house and visiting days, weeks, or nights are means frequently employed to interpret the school to the community. On these occasions carefully planned exhibits are prepared and strategically located for the adults to see and evaluate. Such activities do have value. They arouse interest in the schools and facilitate to some extent an understanding

parents who receive unfavorable reports concerning the progress of their children.

That the traditional report card is inadequate is evidenced by the increased number of school systems that are substituting improved types of reporting such as the individual anecdotal report. In this type of report, the subject-matter organization is abandoned and attempts are made to evaluate the growth of the student as an individual and social personality. When written carefully, anecdotal reports translate to parents the basic and underlying purposes of the educational program that have formed the basis for the individual evaluation of the student. When such reports emphasize the need for personal conferences between the teacher and parent, they can be expected to facilitate coöperation and understanding through the active participation of the home in seeking solutions to the learner's problems.

The annual report of one Community-Relations Committee contained the following suggestions for making effective home reports:

When writing home reports each teacher should use all available records about the child, such as behavior logs, test results, check lists, health records, and so forth.

The first report of the semester might sum up the things the child needs to work on and the second one might check up on what has been accomplished.

When the child's difficulty has been stated, try to bring the parent in on the solution.

Stagger the writing of the reports over the entire two weeks to give adequate thought to each report.

The committee suggested this summary to be included in a home report:

1. Academic work
  - a. Growth
  - b. Difficulties—kinds of, what to do to improve them
  - c. Statement if not working to capacity and the reason for it as teachers see it

contact and failed to see the larger rôle they have in the development of a dynamic community life. Securing the active participation of the parents of school children is one step in this development.

#### *The Parent-Teacher Association Is a Common Agency*

The most common agency for securing parent participation is the parent-teacher association which is included in many school organizations. Such associations have usually proved to be valuable assets to a community, but the typical parent-teacher group has provided little significant participation on the part of parents. As a general rule the program committee each year prepares a series of meetings designed to inform the parents concerning the worth, value, needs, and problems of the public-school system. Popular speakers are invited to talk to the group. At the close of the speech a few minutes are provided for questions. Refreshments are served and most of the parents go home in a happy frame of mind. In spite of a growing number of exceptions, this type of general program represents the common practice of securing community coöperation and understanding.

#### *Room-Mother Organizations Widen Participation*

From the standpoint of widening parent participation, the situation is somewhat improved in those associations which sponsor a room-mother organization. From the nature of its organization, the elementary school lends itself better to such a scheme than does the secondary school. In the room-mother organization there is a parent representative for every teacher-pupil group. Room-mothers often participate effectively in the administration of the educational program. They assume responsibility for furnishing transportation when excursions to museums, dairies, and farms are planned.

of the educational program. Their greatest limitation lies in the fact that they are periodic and deliberately high-lighted attempts to secure support.

### *A Parent Institute May Be Held*

An improvement on the usual type of planned school visitation is the parent institute. An interesting illustration of this agency is the work carried on by Charles B. Park, formerly superintendent of schools at Reading, Michigan. The following brief description indicates the nature of its possibilities.<sup>1</sup>

### **THE READING PARENT INSTITUTE**

In order that parents may be brought up to date on the school program, including new and innovating practices, the Reading, Michigan, schools promote each spring a novel parent school, which is called a Parent Institute. Pupils in the high school and junior high school are sent home to care for the home duties and chores while their parents attend the three-day Institute. Visiting teachers from a near-by college take over the grade work during this time and a nursery school is provided to care for the pre-school children of parents in attendance. Large numbers eat lunch together each day in the local gymnasium.

Outside speakers and the local faculty provide the program for the Institute. The faculty spends one day on the school while the other speakers stress subjects related to the school, the child, and the home. Mental hygiene, guidance, sex hygiene, new trends in education, and health practices are some of the fields considered. Discussion groups, lectures, small class groups, and panels provide a varied and interesting three days for all.

### **SCHOOLS ATTEMPT TO SECURE PARENT PARTICIPATION**

Although social interpretation has its values, it would be regrettable if schools stopped with that kind of community

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<sup>1</sup> *Curriculum Journal*, VIII, No. 5 (May, 1937), p. 181.

### Grade Meetings Are Held

A further development in parent-teacher organization, providing for even more parent participation, is the "grade meeting." This development, too, is largely restricted to elementary schools at present, although it can be used in secondary schools. In the grade meeting both the fathers and the mothers of children enrolled in specific grades or sections of the school system consider the particular problems that arise. Thus, the parents of all second-grade children or of all children in the primary division might be called together.

The importance of the grade meeting as a means of parent participation is emphasized by the director of the United Parents Association of New York. He suggests that these meetings are effective in bringing parents into actual participation in classroom activities.<sup>1</sup>

Grade meetings, another effective way of developing coöperation, are growing in extent and improving in technique. Parents of the children in one grade meet with the teacher who explains the purposes and methods followed in the class. Or, the parents who have been participating actively in the work of the class—taking the children on excursions; giving lessons in music, dramatics, or sculpturing; guiding the making of costumes for a festival—give their interpretation of the work of the school to those parents who have been unable to participate actively. Grade meetings often prove more attractive to fathers than do the larger general meetings, especially if a problem comes up that challenges their thinking. One such example is given: In one grade meeting a teacher answered some pertinent questions about monitors by showing the difficulties of dealing with forty-eight pupils without them. This led to questions concerning the reduction of the size of the class and these in turn to the need of increased appropriations by the city. The men felt the subject appropriate for their activity and reported their discussion to the general parent-association meeting, and finally to the city federation of parent organizations. It pleased the teachers when the parents of

<sup>1</sup> LeRoy E. Bowman, "Doing a Parents' Job," *Childhood Education* (December, 1937), pp. 160-161.

by the teachers and pupils. They coöperate with pupils and teachers in the beautification of individual classrooms. In some school systems, room-mothers supplement the regularly employed personnel and assume responsibility for the entertainment and guidance of visitors, answering the telephone, and assisting in the libraries and laboratories. Because of their direct and intimate contacts with small neighborhood groups, the room-mothers are sometimes carefully organized as a first line of defense for the school administration. In this connection they function somewhat like precinct committeemen. They transmit to the central office needs for interpretation and in turn translate back to their constituents the information which seems to be desired. The room-mother organization may be a very effective agency for securing the active participation of parents in the educational program.

There are limitations, however, in this type of agency. The danger commonly reflected in the activities of these groups is that participation is frequently superficial. The room-mothers coöperate in activities already planned by the teachers and pupils. They raise funds for services and equipment that constitute legitimate claims upon tax money. They translate educational policies and procedures furnished them by the school administrator without having had any opportunity to participate in the formulation and adoption of the policies. In planning learning activities for pupils, modern education emphasizes increasingly the principle of "learning to do by doing." The principle applies equally well to adults. Full coöperation and understanding on the part of parents will be achieved only when parents participate in the planning, executing, and appraising of educational policies. Too frequently parent participation is restricted to the executing phase.

a spirit of enthusiasm, a feeling of mutual respect, an attitude of cordial friendliness—whatever one may call it. It sweeps him immediately into the stream of coöperative effort and to those who continue to work in the school, it remains always as a sustaining force. And the parents are always there. Program committees are largely composed of parents; they predominate in the forums; they compose a part of panels when educational matters are discussed; in all events which are planned by staff and pupils they can be counted on to attend in large numbers.

The schools, in turn, try to give the parents opportunities for participation in those things which might be considered solely the school's prerogatives. If a home-contact report is sent out, a page is added to be returned with parents' reactions and suggestions. In cases where pupils present unusual problems of any nature the parent conference is the first step toward solution. In a carefully planned guidance program, the parent interview, for every child entering kindergarten and for new entrants in other groups, is made the basis for individual guidance. In the group meetings held every autumn for parents of children around certain age levels, a consistent effort is made to explain both the philosophy and the procedure of the schools.

In consequence, the patrons do understand and support many of the things which seem essential to those within the schools. In cases where they do not agree, their criticism is healthy, objective, and intelligent, giving the school staff the checks and incentives needed in any progressive movement. Changes and improvements are brought about with the sympathy and backing of the community in such a way as to justify the belief that a school system will progress just as fast as the intelligent support of its community allows.

#### *The Room Group Is the Unit of Parent Participation*

A few schools have been experimenting with a further refinement of the idea of having parents meet in grade groups. This type of organization is known as the room-group plan. Under this plan the parents of the children in one homeroom, be it elementary or secondary, are organized in a group which is the unit of participation of the parent-teacher association. In a functional organization the room

the school became a vigorous element in the city-wide movement for smaller classes, a movement which is slowly making headway.

Bowman indicates, as have others, that parents can co-operate with the schools by making their distinctive contributions to the growth of children. In the past, valuable help for educational programs has been overlooked because home and school have failed to recognize their common purposes and common concerns.

Another public-school system has employed grade meetings as one of the important means of encouraging parent participation. The purpose of these meetings is to help parents understand the program of the schools through complete and unrestrained discussion. Each year a theme is selected which serves as a means of integrating the discussions that are planned. The panel technique is employed. The membership of these panels includes an equal number of teachers and parents. The discussions are developed in advance as a means of answering specific questions which parents themselves have contributed. In addition to the grade meetings, the program includes other activities designed to secure more effective adult participation. An open house is held each year at which time parents see the school in actual operation. An extensive program of evening activities is organized which provides for a town-hall discussion group, book reviews, typewriting, recreational activities, hobbies, arts and crafts, and other similar projects. Commenting on the results of this emphasis upon adult participation, one of the elementary principals writes:<sup>1</sup>

The difference, which is usually felt by the new-comer in the community, is that intangible one of atmosphere. There is something in the air whenever parents and teachers meet together—

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<sup>1</sup> Kathleen G. Ammerman, "Can Parents Know Schools?" *Childhood Education* (December, 1937), pp. 163 and 186.

The Community-Relations-Committee report referred to on page 284 contained the following description of room groups:

1. Each room group has a chairman, vice-chairman, and secretary.
2. There is a general chairman to head all groups. She will have to coördinate the activities of the various groups.
3. The parents should assume most of the responsibility for the groups' activities.
4. Each teacher should help the group leader to find out what worth-while subjects the group wishes to discuss. Those groups wishing to discuss similar things might have a joint meeting.

These suggestions were made as to ways the teacher could further the success of room groups.

1. At present most suggestions should be made through the general chairman to the other chairmen.
2. The chairmen should be given a list of suggested problems for study. Each teacher should have the same list.
3. For the next semester a new plan should be made for choosing the room chairman—possibly a committee made up of the principal, a teacher, general chairman, and one member of the group should meet and select the person best fitted.
4. The teacher might meet with the chairman to help plan the program for the semester or the year. The teacher may be able to offer a list of possible speakers on various topics.
5. Care should be taken to plan the form of meeting most suitable to the group, avoiding the discussion method until the group feels more free to talk.
6. The first meeting of the semester might be one explaining the philosophy of the school. The principal was suggested as the person to get this across.
7. The teacher might keep in mind, in helping to plan the program, the need for an understanding of a few of the basic ideas in mental hygiene. A general P.T.A. meeting on mental hygiene with an outside speaker might help to awaken an interest in programs of this nature.

group is the logical unit of the parent organization just as the teacher and class form the unit of a given building organization.

The room-group plan differs from the plan of holding each year a few meetings of parents by grades or divisions of the school. The chief differences are these.

1. The grade meeting usually involves the parents of all the children of a certain grade whether taught by one teacher or not. Or all the parents in one division of the school, such as the primary division, may be included. The room group is always based upon one teacher and his class. Accordingly, the group of parents involved is usually smaller.
2. Since it is based upon a smaller group of parents, the room group reaches a larger percentage of the parents and thus secures even more participation than the grade meeting.
3. The room group is well organized, with officers and a program of its own.
4. The room-group chairmen frequently serve on the board of directors of the parent-teacher organization, which makes for coördination among groups.
5. The room group provides for a continuing organization.

The regard that one parent-teacher president had for room groups is reflected in the following quotation from her message to the parents, included in a faculty bulletin for parents.<sup>1</sup>

In the parent room groups, really the backbone of our organization, plans have been made for meetings which will be interesting and stimulating and which, at the same time, will afford an opportunity for the parents to become acquainted with each other and with the teacher and principal. Lists of topics and available speakers have been compiled to assist the groups in choosing for discussion subjects that will be of particular value to them. This is not a new activity but it is such an important one that we are making every effort to have these group meetings decidedly worth while.

<sup>1</sup> Mrs. Ralph A. Sawyer in *Tappan Comes to You* (Ann Arbor Public Schools, Ann Arbor, Michigan, 1933).

magazines that homes could provide to enrich the social studies.

These tentative outlines were then submitted to all parents for discussion in grade meetings. On the basis of these discussions, many additional suggestions were made. The guide was developed for later publication, with illustrations done by children.

#### ADULT EDUCATION PROVIDES PARTICIPATION

Another means of providing for community-wide participation is a program of adult education. One of the most significant developments in this field is the program in operation at Shorewood, Wisconsin. In this community an unusual enterprise has been developed.<sup>1</sup> The number of adults enrolled in the program of community education exceeds the number of pupils enrolled in the schools. Academic classes, lectures, recreational activities, arts and crafts attract large numbers of persons who apparently realize that education is a continuous process. It is quite apparent that considerable thought and care were given in planning the Shorewood program. Any activity is provided whenever enough people signify an interest in it. Instructors are drawn from members of the community and from outside sources whenever necessary. These instructors are paid regular salaries. The program is financed by nominal fees and from voluntary contributions. The cost of the program is surprisingly small. The low cost is accounted for by the fact that the board of education has been willing to furnish the building facilities and expects reimbursement only for the actual expenses of light, fuel, and maintenance.

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<sup>1</sup> H. S. Hemenway, "Let's All Go to School," *The Nation's Schools* (December, 1936), pp. 12-15.

school, and run its finances, office, and cafeteria. They help with outings and make book lists for the children.

*Richmond, Virginia:* In a "relief" area, parents, teachers, and children worked together to remodel an old school building, the parents giving their services in return for their children's lunches. Classes in cooking, dressmaking, and folk dancing are held for parents at night.

*New York City:* Parents organized an association through which they established a school for their children, set up a family camp, and developed a system of coöperative buying.

*Rural Schools:* Most rural schools, especially Negro schools, could not get along if parents didn't raise money for equipment and supplies. In one instance, fathers built the schoolhouse. Mothers take children on expeditions, lead 4-H clubs and never think of being paid for their services.

#### PROGRESS IS MADE TOWARD COMMUNITY EDUCATION

A critical examination of the foregoing accounts will reveal that, with a few exceptions, the activities reported were primarily to achieve understanding and coöperation among the *parents of school children*. Although such a purpose is extremely desirable, efforts to secure adult participation should not be limited to parents. Non-parents are tax payers; they contribute to the ideals and purposes of the cultural pattern and represent sources of educative experiences for all persons. If Hart<sup>1</sup> is correct in his statement that the democratic problem in education is the problem of making a community within which children cannot help growing up to be democratic, intelligent, disciplined to freedom, reverent of the goods of life, and eager to share in the tasks of the age, then it is quite apparent that the concept of "school" will be replaced eventually by the concept of "community education." Community education can be defined as an or-

<sup>1</sup> Op. cit.

Many other illustrations of adult education could be included. The Shorewood program simply indicates the unlimited possibilities that arise in connection with this new frontier in education. It suggests that the public-school system will become a dynamic social agency to the extent that it provides significant opportunities for the participation of all persons—adults as well as children.

### *Innovating Practices Abound*

Illustrations of actual practices in parent education similar to those described above could be multiplied indefinitely. Throughout the entire country there appears to be a growing recognition of the need for greater parent participation in the improvement of community education. The following summary of practices covering various types of communities and designed to serve different cultural needs is indicative of this increased interest in the problems of education.<sup>1</sup>

### WHAT OTHERS ARE DOING

From a conference last summer of professional groups interested in furthering better home-school coöperation came these reports of work being done in different parts of the country. The trends indicate that there is an increasing understanding on the part of teachers of the processes of personality development in children and of the rôle played by parents in these processes, and second, an increasing interest among educational administrators in practical experiments and demonstrations in parent education.

*San Diego, California:* Playground apparatus has been installed in yards, puppet shows are conducted, and parents give lessons without charge in music appreciation. In addition, parents have coöperated in the framing of a new report card and have helped to plan the arrangement of parts of a new building.

*Poughkeepsie, New York:* A group of parents own their own

<sup>1</sup> Frances Mayfarth, "What Others Are Doing," *Childhood Education* (December, 1937), p. 162.

school, and run its finances, office, and cafeteria. They help with outings and make book lists for the children.

*Richmond, Virginia:* In a "relief" area, parents, teachers, and children worked together to remodel an old school building, the parents giving their services in return for their children's lunches. Classes in cooking, dressmaking, and folk dancing are held for parents at night.

*New York City:* Parents organized an association through which they established a school for their children, set up a family camp, and developed a system of coöperative buying.

*Rural Schools:* Most rural schools, especially Negro schools, could not get along if parents didn't raise money for equipment and supplies. In one instance, fathers built the schoolhouse. Mothers take children on expeditions, lead 4-H clubs and never think of being paid for their services.

#### PROGRESS IS MADE TOWARD COMMUNITY EDUCATION

A critical examination of the foregoing accounts will reveal that, with a few exceptions, the activities reported were primarily to achieve understanding and coöperation among the *parents of school children*. Although such a purpose is extremely desirable, efforts to secure adult participation should not be limited to parents. Non-parents are tax payers; they contribute to the ideals and purposes of the cultural pattern and represent sources of educative experiences for all persons. If Hart<sup>1</sup> is correct in his statement that the democratic problem in education is the problem of making a community within which children cannot help growing up to be democratic, intelligent, disciplined to freedom, reverent of the goods of life, and eager to share in the tasks of the age, then it is quite apparent that the concept of "school" will be replaced eventually by the concept of "community education." Community education can be defined as an or-

<sup>1</sup> *Op. cit.*

ganized process which is the conscious instrumentality of the many purposes—social, intellectual, economic, spiritual, and physical—that the people of the community are seeking to achieve.

Under a democratic concept of human relations, community education should seek coöperation and understanding through the active participation of all community persons—pupils, teachers, parents, and non-parents. The democratic way may not be the *easiest* way. Americans, however, will still insist that it is the *only* way. The need is essentially that of creating the means whereby all persons may participate in the program of community education in accordance with their needs, interests, and abilities. The leadership that is required for the creation of such opportunities for wide participation may originate with any community group or individual. It is not important where such leadership originates. It is important only that the leadership be exercised democratically and that it pass concurrently from one person or group to another.

#### *Community Leadership Is Challenged*

The need for community leadership is dramatically expressed by a *Middletown* editor. After reciting certain hoped-for local civic improvements, the editor says:<sup>1</sup>

You just are not going to get any of the things now that you have been promised. Don't kid yourself about this. It just isn't in the cards. You'll have the river stinking as noisomely next summer as ever before; you'll be driving in and out of town over the same roads you always have driven; you will see the men working along the river banks and bed without accomplishing much of any importance—and all the rest of it. So don't deceive yourself.

Naturally comes the question of readers of this column, if any,

<sup>1</sup> Robert S. Lynd and Helen Merrell Lynd, *Middletown in Transition* (New York, Harcourt, Brace and Co., 1937), pp. 508-509.

why? The story is too long and too complicated to tell, but the reasons have their roots in selfishness, inefficiency, ignorance, lack of concentration, politics, and *the lack of one single organization wholeheartedly devoted to the interests of the people who live in this community*. One capable person at the head of (Middletown's) affairs could straighten out all the tangles in a week. We have a lot of civic organizations in (Middletown) like the Kiwanis Club, the Exchange Club, the Rotary Club, the Dynamo Club, and others, which gather for the purpose of eating once a week and which pride themselves on performing certain small services, whereas if they were to unite and have some real program, they could bring about most of the things that are of vital interest to (Middletown.) But what do they do? Living in a city that is far less civilized than many in China where, at least, they have a program to take the sewage out of canals and streams, our civic clubs applaud themselves because they have sponsored something like a farm program, or they have folks tell them funny stories, and always they applaud any movement for the public welfare, applause being easy and inexpensive, and then go back to their jobs....

I am getting very tired of all this hypocrisy of those who say they are trying to do things for (Middletown).... I'd say they are trying not to do things for (Middletown) but to do (Middletown)....

(Middletown) is *lacking in intelligent leadership*. If I have put this thought over I have done a little something, but it won't amount to anything in action. I know that. It's all so terribly hopeless, this situation of the mass mind....

The editor's analysis of the need for leadership is good. His philosophy of despair, if generally accepted, spells disaster for democracy.

#### *The Community Council Meets the Challenge*

Fortunately, there have been some experiments in different regions of the United States which have met the challenge. These experiments have been sound socially and educationally, and at the same time exciting in accomplishment.

An outstanding example of a unified community organiza-

tion is the Community Council of the Stockyard District in Chicago, Illinois, which was organized in 1918. In the 1939 annual report of this group, the claim is made that this council was "the beginning in America of a new movement, an adventure in *community coördination*." The report goes on to state, "The purpose of the Council was originally and still is the organization of the constructive community forces *to meet more effectively the problems of the Stockyards Community and to make it a better place in which to live.*"

In a recent book, Carr<sup>1</sup> asserts that the coördinating council began in Berkeley, California, in 1918 and from there spread eastward. The Berkeley council originated as a means of delinquency control and was essentially a "council of social agencies."

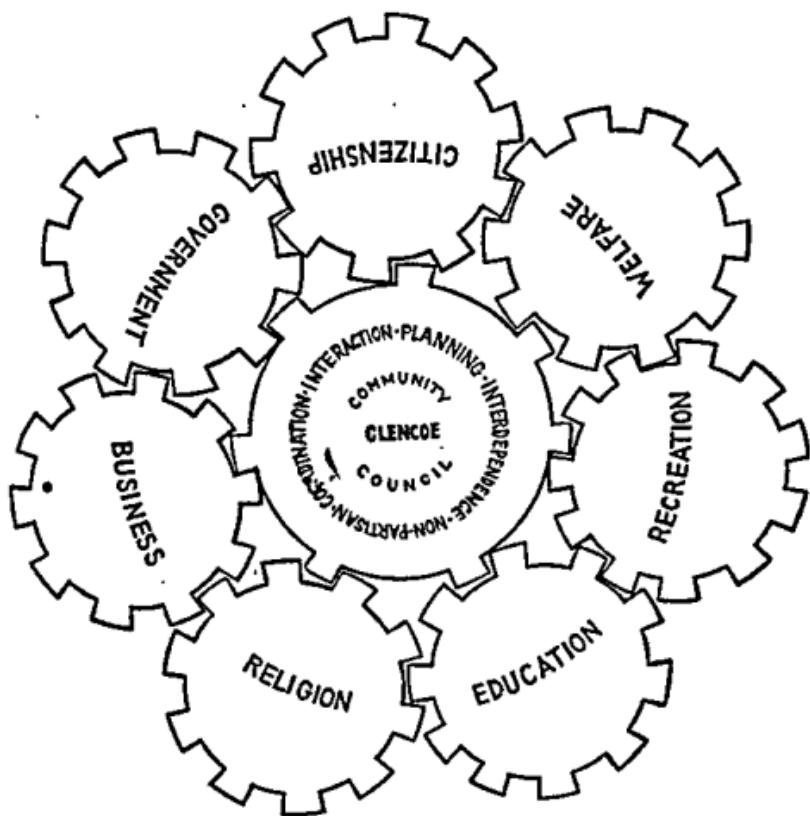
Wherever the movement began, it is encouraging to note Carr's estimate that in 1940 there were more than 700 community councils in the United States. Michigan alone has 125 councils, most of them less than four years old. Most of the councils in the country have purposes similar to those of the Lower North Community Council in Chicago. The original constitution of this group (1919) stated as the purpose of the organization: "To improve the social, industrial, and living conditions of the 21st and 22nd wards through the co-operative efforts of individual organizations."

A description of the Community Coördinating Council in Glencoe, Illinois, a suburban community, may indicate the general lines along which such agencies must develop if they are to meet the need for intelligent community leadership. The Glencoe Community Coördinating Council is composed of representatives from the various community organizations and agencies—one representative selected from each group.

<sup>1</sup> Lowell J. Carr, *Delinquency Control* (New York, Harper and Bros., 1941), pp. 350-351.

# CHART IX

## ORGANIZATION OF A COMMUNITY COUNCIL



### BUSINESS

Chamber of Commerce  
Rotary Club

### RELIGION

First Church of Christ, Scientist  
Glencoe Union Church  
Lutheran Church  
North Shore Congregational Israel  
North Shore Methodist Episcopal  
St. Elisabeth's Church  
St. Paul's A.M.E. Church

### GOVERNMENT

Caucus Plan  
Library Board  
Park Board  
Village Board

### WELFARE

Arden Shore  
Infant Welfare  
Relief and Aid

### EDUCATION

Board of Education  
Parent-Teacher Association  
Glencoe Public Schools

### RECREATION

Boy Scouts  
Girl Scouts  
Glencoe Amateur Players  
Playground Committee  
Threshold Players  
Garden Club of Glencoe, Shokie  
Garden Club of Glencoe, Founders  
Masonic Lodge No. 983  
New Trier Sunday Evening Club  
Woman's Library Club

### CITIZENSHIP

American Legion  
D.A.R.  
League of Women Voters  
Glencoe Historical Society

Chart IX indicates the nature of the organization. The outline of organization, the definition of functions, and a statement of general policies form the constitution under which the Council operates. The constitution defines the Council as an extra-legal agency completely responsible at all times to all the represented organizations. This provision permits the Council to be concerned only with those aspects of community activities that are properly the common interest of all participating groups. Perhaps a clearer understanding of the exact nature of the Council will be seen from the following definition of its functions.

1. To serve as a representative agency whose responsibility shall be long-time planning in the interest of the continuous improvement of the community life.
2. To integrate the individual and social needs of all persons within the community by the formulation of broad social policies.
3. To make specific recommendations to elective boards and related social and civic agencies that will suggest the means whereby community purposes can be achieved with the greatest degree of coördination.
4. To emphasize continuously education as the dynamic social activity upon the success of which the improvement of community life will ultimately depend.

Experience so far with the operation of the Council seems to justify it as a means of securing adult participation in a program of community education. A few of the most significant achievements which simply indicate some of the greater possibilities inherent in the functioning of the Council will be described briefly.

Previous to the organization of the Council, the Park Board assumed almost complete responsibility for the summer recreation program. Persons who lacked experience and training for work with children were frequently selected to

supervise their activities. There was no conscious attempt to relate the summer program to the basic purposes of the program of organized education being carried on by the schools. As a result there was inevitable confusion, conflict, and duplication of purposes. Since the organization of the Council, the summer program is planned coöperatively by Park-Board officials, members of the professional organization, and the children themselves. The result has been an all-year program of organized activities seeking consistently the same basic purposes.

The Historical Society and the Daughters of the American Revolution coöperated in renovating the first house built in the village and having it placed in one of the parks. The new site of the cabin was adjacent to one of the school buildings. A group of fifth-grade children became curious about the cabin. Soon these children were working with the interested adults in transforming it into an historical museum. The Council had made the coöperation inevitable and easy. This first step was followed by others.

The Student Council of one elementary school decided to assume responsibility for landscaping and screening the site of their new school building. Through the Community Council they secured the help of the Woman's Garden Club and the enterprise soon involved both young and old working with complete mutual respect.

The officials of the city library sought more accurate information concerning the individual needs, interests, and abilities of the children who used the public library. These data were furnished readily and both school and public libraries were able to work in closer coöperation.

#### *The Coöperative Community Is a Variation*

Each community must discover for itself an appropriate

form of organization for community education. In a small rural community where soil has been depleted and where the few remaining inhabitants can barely find means of existence, a coöperative community organization may be the answer. The Macedonia Coöperative Community near Clarksville, Georgia, offers a good example of this approach to community improvement. Through community planning, ways and means of improving the efficiency of each member of the community have been discovered. For one thing, it has been found better to have the farmers in the area live together in a village. Thus economies can be effected in roads, distribution of electricity, school transportation, and means of communication. Adult education is also facilitated thereby. For another thing it has been found desirable to have the land and other means of production coöperatively owned and operated. One member then may specialize in dairying for the community, another may keep bees and raise a garden, one may operate a laundry, one may operate the coöperative store, one the sawmill.

Members of Macedonia Coöperative Community are also working on the problem of conservation of human and natural resources. Health, housing, and soil and moisture conservation are all problems that are being attacked.

Another community project is the construction of a dam to provide hydro-electric power. This will facilitate the development of small industries such as toy-making as well as allow the inhabitants to cut their own lumber and make doors, windows, and furniture out of the trees they have been selling for a small return.

Far more has been accomplished at Macedonia than to raise the economic level of the members of the community. The quality of living has shown measurable improvement. Homes are not only more comfortable; they are more beauti-

ful. In operating their coöperative community and in solving their common problems, residents of Macedonia are learning to appreciate and practise democracy.

Macedonia is an example of a community approach to education. Although the school there has made progress along with the rest of the community, it did not furnish the initial leadership for the project. Children in Macedonia receive more of their education in the community environment than in the school, but all members of the community, adults as well as children, turn to the school for certain services.

#### *Community Councils Do Not Replace Other Agencies*

The formation of community councils does not mean that professional educators shall assume complete responsibility for the reconstruction of community-life patterns, or that the lay public shall ignore the contributions of professional agents in administering schools. It does not suggest, either, that any of the community agencies necessarily be eliminated. Community education implies rather that each interested group does have a unique function as a separate organization and should, therefore, retain its own identity. The problem is one of creating the essential machinery by means of which each group will participate creatively in a dynamic community program.

#### *Rural Areas Show Encouraging Developments*

The greatest need and the richest opportunity for community education lies in the rural areas. Some of the most fruitful and interesting experiments in recent years have taken place in rural schools. A fascinating and detailed account of the development of a community educational program in two other southern communities, one in Jefferson

County, Kentucky, and the other in Arthurdale, West Virginia, is given by Elsie Ripley Clapp in her book *Community Schools in Action*.<sup>1</sup>

From this book and others can be learned what happens when young people, their teachers, and adults in the community work together for the betterment of the place where they live. It is thrilling to read their accomplishments: schools, churches, stores, and private dwellings repaired, painted, and landscaped; interiors redecorated; furniture, dishes, draperies, and tapestries made; community hotbeds, school canneries, coöperative dairies, laundries, stores, gardens, and mills begun; demonstrations of poultry- and cattle-raising and demonstrations of good conservation practices; dams built; new industries started. All of this has meant the work of many hands and brains, sometimes of students using materials furnished by the adults, sometimes of young people and grown-ups together.

These developments are typical of much that is going on in small communities all over the South. In many places school and community have ceased to exist as separate entities. Through the medium of the community coöperative, adults and students are attacking together their pressing problems. Many communities are thus remaking themselves completely. These are real programs of community education.

One would be overly optimistic to conclude that adult participation in community education has reached significant proportions in this country at the present time. The beginnings that have been made to achieve more active *parent* participation are hopeful and prophetic. As these practices develop, wider participation of *all adults* seems in-

<sup>1</sup> Elsie Ripley Clapp, *Community Schools in Action* (New York, The Viking Press, 1939).

evitable. This is an encouraging prospect, for the ultimate success of the democratic ideal depends not alone upon the reconstruction of the school as it exists today. It depends also upon the reconstruction of the culture patterns within which the school operates.

Functional administration is just as necessary for the reconstruction of the culture patterns within which the school operates as it is for the reconstruction of the school itself. Reconstruction does not just happen. It must be planned for. Appropriate machinery for carrying out the plans must be provided, for the human relationships involved require delicate handling. Part of the school personnel should specialize in the art of helping community adults organize for working together in a program of community education.

In the functional organization proposed in this volume, the faculty Community-Relations Committee is charged with the responsibility for leadership and service in helping to bring about community reconstruction. Much remains to be learned regarding effective techniques in this area. Again the method of experimentation must be employed. All that can be said with certainty at the present writing is that, by coöperative effort, communities can be improved socially, culturally, economically, and even politically. Just as the quality of living in a community can be raised, so can all persons within the community be enriched through educational experiences. If a democracy is to be strong, it must be strong at its roots. It must be based upon communities where democracy is being practised with satisfaction and success.

#### IMPLICATIONS AND APPLICATIONS

##### *Illustrative Situations*

- I. In one year several diversified groups of citizens in a favored small suburban community found their budgets adequate to the

expansion of long-cherished dreams. The library board was at last in a position to erect a new building, the Woman's Club planned a new structure for its activities, the school board laid plans for a new and imposing school building, and from several sources came agitation for the construction of a community house.

Mr. Stevenson, a librarian who was also a student of community relations, suggested to his board that the four separate projects be merged into one large unit by combining all four activities in a well-planned community school.

His board admitted logic in his adjudged utopian scheme, but pointed out to Mr. Stevenson that these separate groups never had coöperated and since machinery which might promote co-operation was lacking they probably never would. They further observed that since money for the new library had already been appropriated it would be a mistake to jeopardize their interests by attempting to deal with groups unrelated to their own purpose.

The library, the Woman's Club, and the school were all built. Owing to lack of funds, the community house remained the dream of people unaffiliated with groups fortunate enough to have a budget.

What areas of adult participation might have been touched by Mr. Stevenson's plan that were not reached by separate action?

Why did Mr. Stevenson's plan fail? Where should leadership for this kind of project originate?

What kind of machinery would you set up to insure intelligent community planning?

II. Miss Williams' senior class in home economics began a study of consumer problems. One day during the class discussion one of the more observing boys suggested that they study their own high-school book-and-supply store from the standpoint of the students as consumers. During this study the consideration of consumer coöperative buying was encountered.

During their investigation they found that used textbooks were always sold for a considerably higher percentage than was paid to a student selling the book. The book-store manager explained that although no profits were made on used textbooks, a margin was necessary to cover "handling costs."

Miss Williams and a group invited the principal to meet with

them. They requested that they be allowed to operate a student used-book exchange on a coöperative basis.

The principal agreed. Two years later the entire book-and-supply store was owned and operated by the high-school students on a consumer-coöperative basis.

Because of the success of this undertaking, Miss Williams was instrumental in instigating a course in consumer problems. Surveys by the class revealed the fact that the town could boast of no book store. The local librarian was invited to meet with the class to discuss ways and means of expanding the student book store to meet adult needs of the community. In a short time numbers of community adults had joined the student coöperative and were buying books and magazines. As a result of the suggestions of some of these adults, the book store was affiliated with National Coöperative, Incorporated, and began to hold regular educational meetings for all members.

Out of these meetings came the suggestions of several housewives that the group expand to include a grocery coöperative. After further study by both the consumer problems class and the coöperative store group a buying club for groceries was established in the basement of a home close to the school.

The management and operation of the store was carried on by students from the school. Miss Williams was free to use this experience as laboratory material for her class. The adults who participated in this project came to look upon the school for advice and help in an activity of vital concern to themselves.

In what other areas of community life might adults look to the school for guidance?

In what ways did this activity pave the way for further school and adult participation in community activities?

What are the various ways a school might go about enlisting adult participation in a community program?

#### *Suggested Activities*

1. Make a list of all the organizations existing in a given community. Suggest a plan for coördinating the activities of these groups. Work out a scheme for rating their potential contributions to the community as a whole.
2. Taking some community which you have known, suggest activities in which children and community adults might participate together.

3. List community activities in which a teacher might well participate. Underline three such activities in which you would be interested in engaging.
4. Visit a number of community meetings such as those held by a city council, a chamber of commerce, a library board, a parent-teacher association, a labor union, a board of education, a veterans' organization. Try to discover areas of common interest as well as points of difference.
5. Analyze the activities of parent-teacher associations as you know them. Determine the extent to which they contribute to learning within the school, to improved home situations, to improvement of the community. To what extent is the program of work planned by the professional group?

### Questions for Discussion

1. A frequent objection is made to the active participation of parents in school affairs on the grounds that such participation may become an undesirable kind of meddling and interference with professional functions. How can this objection be answered?
2. Participation of community adults in the educational program implies participation of teachers in the total life of the community. What are the areas of community participation in which teachers can be expected to make their best contributions?
3. Modern curriculum programs seek to provide educative experiences that are appropriate to the needs, interests, and abilities of the pupils. How can the community approach to education facilitate this kind of curriculum development?
4. It has been charged that many superintendents of schools "run" their communities. Is it possible for professional educators to exercise dynamic and aggressive leadership in community affairs and do it in a thoroughly democratic manner?
5. In every American community there exist boards of education, city councils, library boards, and park boards that have been created to administer the affairs of the community. What is the rôle of these legal agencies in a program of community education?
6. There is general agreement that the public-relations program should be shifted from an administrator's program to one based upon the principle that the teacher is the primary agent of social interpretation. In what ways can teachers bring about a better understanding of education through participation in community affairs?

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## Chapter 9

### PATHWAYS FOR THE FUTURE

The future presents two broad pathways. Should totalitarianism win in this country the methods of social organization and social control would change materially. The problem of the democratization of educational institutions would disappear. The very values upon which present trends in educational administration are based would not be recognized in social administration and planning. The course of events for the immediate future would be established.

On the other hand, should democracy maintain itself, the real concern will continue to be with the broad path that leads to a complete democratization of the processes of social control. Assuming the continuation of free representative government, what are the issues involved? It is known all too well that:

Our material surroundings have changed in the past century and a half with a rapidity out of all proportion to the very slight alteration in our social point of view. We have vastly increased human control over nature, without increasing correspondingly man's control over his own selfish passions. Our social ideals are still based on pecuniary standards; our conduct is founded on selfishness and exploitation rather than coöperation and service. . . .

Such is the present challenge of our social order. The chief need of the world today is for innovators such as Jeremy Bentham in the nineteenth century, who can apply in the social and institutional realms the imagination and the capacity that have been repeatedly demonstrated by our inventors in the field of technology, and a chief part of this new inventiveness must be an

avenue of approach to the hearts and minds of men, persuasive of the urgent necessity of accepting a rational solution of social problems. Whatever secures and sustains these new social objectives will be the religion of the future.<sup>1</sup>

✓ In the field of educational organization, innovation should deal with new ways of making education a creative force. In the struggle for community integration there must be a rôle for education. What is it? What of the other problems commonly raised in regard to administration? Should teachers elect administrators? Should principals be eliminated? Should committees of teachers administer schools? Should teachers select new personnel? Should the people control education by direct measures instead of by a representative board or trustee? The mind which yearns for Utopian discussion may feel a need for answers to such specific issues. However, such answers if attempted would have no pragmatic value. The important thing is that guides in regard to immediate next steps be discovered.

#### AGREEMENT ON ULTIMATE DIRECTION IS NEEDED

Also, general agreement on ultimate direction seems to be desirable. The issue is real and the answer comes out of the values and experiences of the past. Participation, multitudes of creative citizens, respect for personalities, responsive and responsible institutions—these are expressions of the democratic ideal. Whether or not schools are managed by individuals or groups is incidental. Yet machinery has an important relationship to objectives. Therefore, if administrative machinery built around executives is not fitted for schools in a democracy, new methods and new machinery

<sup>1</sup> H. E. Barnes, *The History of Western Civilization* (Harcourt, Brace and Co., New York, 1935), Vol. II, pp. 768-770.

will be adopted. The culture group resident in the United States of America is committed to the thorough exploration of democracy as a social and political theory. This exploration should go forward in all areas. If individuals or forms of administration get in the way, such factors must be adjusted.

Democracy in educational organization is often criticized as impractical. Such criticisms are generally buttressed with data having to do with the ineptness of administrators or of teachers. Such data have no bearing on the problem of ultimate direction. Obviously the attitudes and abilities of both teachers and administrators can be changed. This American democracy is just now for the first time contemplating the desirability of educating for coöperative, sensitive, sympathetic personalities. Should our schools attempt this on a broad scale, the effort might well succeed in producing a generation of people who will live more nearly according to the golden rule of the great social religions. Such a development would provide a great reservoir of people from which to recruit educators.

If an individualistic form of education and democracy survive, they will survive together, resting on the base of a population the major fraction of which will be socialized individuals. Among the socialized fraction will be the professional educators, for they will need certain characteristics in order to do their day's work. Past experience indicates that they should exhibit the following characteristics if they are to contribute fully:

1. Humility in the face of the corporate good
2. Confidence in their ability to make a distinctive contribution to the group
3. Impersonality in dealing with principles, facts, ideas, and values

4. A warm humanness in their relations with other human beings
5. Thoughtfulness of others

The next or immediate steps which lie before the profession are, like the matter of direction, to be determined in the light of acceptable social values. Certain emphases seem to be indicated by both the key values of democracy and current events. These follow:

1. Widespread attempts at pattern development in all kinds of schools and communities
2. Spreading of information and evaluation of developments through the outlets of professional organizations
3. Basic research studies dealing with both description of methods and evaluation in terms of contributions to democratic living
4. Readjustment of teacher education to the end that all teachers will have studied administration enough to participate in it intelligently.

These steps will be briefly developed.

**PATTERNS SHOULD BE DEVELOPED  
IMMEDIATELY**

✓ The urgent need for democratic administration suggests that action should be taken in every community to develop a local pattern of democratic organization for its schools. It is expected that these patterns will vary since there is usually more than one way of meeting a given situation. In an attempt to show the need of a new concept of educational administration, a rather definite pattern has been recommended in the foregoing chapters. Naturally, such a procedure is subject to criticism. In furthering pattern-making, however, it is necessary to show what a new pattern is and what it is not. For instance, democratic administration is not paternalism. It is not administrative unloading of work. It is

not sentimental sharing. It certainly does not imply that every parent, teacher, and benefactor may dictate objectives and procedures at will. Nor is a logical, but mechanical, functional organization democratic in nature if it disregards, limits, or even carefully channels the creativeness of teachers. Our most talked-of school systems have made just such mistakes. Socialized procedures of the future must avoid the same pitfalls.

Sometimes well-meant attempts to provide for democratic participation have gone astray because the persons who were making the attempts assumed that such participation did not involve careful planning and organization. It becomes apparent to any one who studies the problem that creative participation in administration will require perhaps more careful planning and more clearly defined techniques of administration and organization than have been previously employed. There must always be recognized, however, the importance and the function of flexibility in meeting real needs as they will continuously appear in a dynamic situation.

Experience has shown that, in places where democratic educational administration has been attempted, events have taken somewhat the same course. Awareness of educational and social problems has been the first step. Willingness to experiment and to make changes has followed. Then, so many worth-while projects have been undertaken that labor and responsibility have had to be shared. Committees have been set up to deal with each new problem as it arose. But large numbers of special committees in a school have proved to be wasteful and have failed to provide a continuous program for constructive planning and carrying out of activities. Therefore, the complexity of the educational problem and the lack of personnel has forced the group to lessen the number of committees and broaden their scope. Simultane-

ously, the techniques of group thinking have been laboriously experimented with. Improvement in socialization has gradually become apparent. Finally, a smoothly functioning, relatively simple organization has evolved, manned by a group that has grown up together and begun to master the last and most difficult of the fine arts—democracy.

This brief résumé of the course of events that takes place when people are learning to coöperate indicates that a functional democratic organization does not spring into being full-fledged. It emerges gradually as teachers participate in administration and revise plans in terms of their experiences. Organization becomes more logical, purposeful, and understandable as techniques of coöperation are learned. Achievements in the field of human relations do not come of themselves. They must be sought aggressively. A democratic society has more need for discipline than any other form of society. However, the discipline comes as the result of adhering to democratic techniques. It is self-discipline—the only effective kind for either school or society.

The preceding discussion points to the principle: *The development of a democratically administered school should be as gradual as possible and as rapid as necessary.* This principle is apparently paradoxical. Gradualness, however, means that development should be as slow as necessary to allow time for the finer adjustments that individuals must make. The appropriate rate of growth of each individual must always be respected. Rapidity is suggested in order that progress may not be blocked or ground lost by allowing an organization to remain too long on any one plateau of development. It is from this state of affairs that most human institutions are suffering at present. The most important consideration is that the school (and other institutions) progress rapidly enough to meet social needs.

PROFESSIONAL ORGANIZATIONS SHOULD  
CONSIDER THE NEED FOR DEMOCRATIC  
ADMINISTRATION

Educational organizations are now aware of a need to orient their efforts to democracy. The development of a co-operative organization is a practical challenge. How can organizations of classroom teachers help? How can the American Association of School Administrators help? These organizations have many outlets including house organs, local and central committees, yearbooks, and conferences. These can all be used to convey information about projects as well as to set up discussions and symposia designed to evaluate attempts at pattern development. The Department of Supervisors and Directors of Instruction of the National Education Association and the Department of Elementary School Principals of the Michigan Education Association have already shown the way in this effort.<sup>1</sup>

Individuals, if truly interested, may exchange information and think with others on the problem. In fact, this has been the method most widely used to date.

COMPARATIVE STUDIES OF ORGANIZATION  
AND ADMINISTRATION SHOULD BE MADE

A large research program is needed. Scientific laboratories constantly improve our technology but research in the area of human relations is still receiving too little attention. So little progress has been made in this area that it is the com-

<sup>1</sup> Department of Supervisors and Directors of Instruction, *Cooperation: Principles and Practices* (Washington, D.C., National Education Association, 1938); and Department of Elementary School Principals, *Democratic Participation in Administration*, Eighth Yearbook (Lansing, Michigan, Michigan Education Association, 1935).

mon belief that there are no natural laws governing human behavior. Many people assert that all good or evil is just the result of human nature and "human nature can't be changed."

Over and over again it has become apparent that we do not know what developments the future will bring because we cannot foretell to what extent the powers of individuals and groups can be developed. Thus, it is both educational and social research that is needed, in terms of values that we know little of at present. The limits of coöperation should be studied. The laws and conditions of maturation of the individual must be carefully observed throughout infancy and adulthood. Group coöperation should be subjected to careful scrutiny. In bringing about better coöperation between groups and institutions, the identity and welfare of social groups should be protected. In the same way, the individuality of the individual must be enhanced, not detracted from. Present-day emotionalism concerning the status of the individual in society can be dispelled by well-directed research on social and psychological problems.

It seems reasonable to assume that society can afford to study administration in a comparative manner. The securing of good administration is a problem of religious institutions, industry, business, and *municipal government*. The problem should be studied coöperatively and comparatively. This effort has been begun at Harvard University where the education together of different kinds of administrators is being tried. This should be accompanied by appropriate research studies. At the University of Chicago a broad study of the general principles of organization and administration is being carried on under the direction of Floyd Reeves. Such efforts are essential to an adequate exploration of the problem.

## EDUCATION OF TEACHERS NEEDS ADJUSTMENT

Among the relationships of the teacher that have been ignored have been those dealing with administration. Even if the teacher is not to participate in administration, that function affects his life in many ways. If the teacher is to participate in administration in a genuine manner he should have a basic preparation. Administrative aspects of all activities might well be studied. Further, if no integrated program is available, the teacher should be given a foundation course in the basic elements of administration. A few graduate schools have recognized this need. In the future it should be recognized and adjusted to all programs of pre-service and in-service education. For the immediate future any school system that is contemplating the extension of teacher participation in administration should arrange for a study of administration as a part of its in-service program. The individual's participation in any democratic activity should be intelligent.

THE SOCIAL SETTING OF EDUCATION WILL  
CHANGE MATERIALLY

Any pattern is a pattern within a pattern. Just as personnel, organization, and purpose have changed in the past, so they will change in the future also.

Planning as represented in this volume is subjected to many limitations of the present. It is impossible for us at this moment to think usefully concerning student control of the curriculum. In the same way, we make all of our plans today in terms of partially-trained, immature teachers. These two factors may be subjected to radical change. Young people may come to be treated as "internes in citizenship." Schools

may become training grounds for leaders in a real sense. Teachers may receive more training at state expense. Needless to say, the authors of this volume wish to recommend continuous improvement of organization in the light of concurrent social changes.

IMPERATIVE CONSIDERATIONS CANNOT  
BE AVOIDED

In summarizing the various recommendations made in this volume, it might be said that a teacher or administrator should be certain that he understands the following recommended measures:

1. The substitution of group control for individual control
2. The implementation of purposes through appropriate internal organization
3. The utilization of group reactions in administration of education
4. The facing of social realities
5. The building of an organization broad enough to guarantee flexibility
6. The building of an organization functional enough to protect the teacher's energies
7. Provision for the needs of all groups simultaneously
8. Continuous appraisal as a guarantee of progress
9. Coöperation as a residue of a great variety of group activities
10. Participation as an aid to learning
11. Community improvement through a dynamic functional curriculum
12. The abolition of administrative vetoes, reservations, and sacred prerogatives

better principles of child development; in short, the process of acculturation will go on apace. Trends in educational administration should be kept in harmony with these major social changes and should be evaluated in the light of democratic values as long as they remain the basic values of society. Teachers and educational administrators may well lead the way by democratizing educational administration as a first step.

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11. Community improvement through a dynamic functional curriculum
12. The abolition of administrative vetoes, reservations, and sacred prerogatives

The future promises many changes, some good and some bad. Democracy will improve or die. With good fortune this country will develop a more humane social policy; communities will become better integrated; the sciences will develop

better principles of child development; in short, the process of acculturation will go on apace. Trends in educational administration should be kept in harmony with these major social changes and should be evaluated in the light of democratic values as long as they remain the basic values of society. Teachers and educational administrators may well lead the way by democratizing educational administration as a first step.

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